EVALUATING FACTORS HINDERING IMPLEMENTATION OF OPEN

PERFORMANCE REVIEW AND APPRAISAL SYSTEM IN LOCAL

GOVERNMENT AUTHORITIES IN TANZANIA: A CASE OF KINONDONI

MUNICIPAL COUNCIL

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A DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE

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CERTIFICATION

The undersigned certifies that he has read and hereby recommends for acceptance by the Open University of Tanzania a dissertation titled: "***Evaluating Factors Hindering Implementation of Open Performance Review and Appraisal System in Local Government Authorities in Tanzania",*** in partial fulfillment of the requirements for the degree of master in Human Resources Management of the Open University of Tanzania.

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Dr. Saliel Kanza

(Supervisor)

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Date

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DECLARATION

I, **Mbonea Donasian**do herebydeclare that, this dissertation is my own original work and that it has not been submitted and will not be presented to any other University for a similar or any other degree award.

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Signature

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Date

DEDICATION

This work is dedicated to my lovely wife Minael Michael for her support and patience during this study.

Also, this work is dedicated to my beloved parents Mr. and Mrs. Mbonea Yona Paulo without their great help and sacrifices during my upbringing I would not have gone to school.

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ABSTRACT

Improving the service provision of the public sector has been the struggle of many developing countries for the past two decades. Tanzania is also in the same endeavor where it aims to improve the performance of the public servants so as to improve service delivery in the public sector. It is with this intention that OPRAS was introduced to the local government authorities, which are one of the major service provider entities of the government. However, the implementation of OPRAS in LGAs has been poor. The compliance rate is estimated to be 51 percent. The main objective of this study was to investigate the factors hindering implementation of OPRAS in the LGAs in Tanzania. The study employed a cross sectional survey design to reach respondents. Structured questionnaire and interview were used for data collection. It involved 50 respondents in Kinondoni Municipal Council. The study findings from the respondents showed that lack of knowledge and expertise 43 (85%), employees' non – compliance 42 (82%), lack of management support and commitment 44 (86%), lack of resources committed44 (86%), lack of feedback on employees' performance 40 (79%) caused poor implementation of OPRAS in LGAs in Tanzania. It was concluded that enhancing management and employee understanding of OPRAS is crucial for ensuring successful OPRAS implementation. The study recommends that, in order to ensure effective implementation of OPRAS, employees and implementers need to be trained before implementing OPRAS.

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LIST OF ABBREVIATIONS

DANIDA	Danish International Development Agency
CSRP	Civil service reform program
EU	European Union
LGAs	Local Government Authorities
MDAs	Ministries, Independent Department and Agencies
MTEF	Medium Term Expenditure Framework
NBS	National Bureau of statistics
NORAD	Norwegian Agency for Development
OPRAS	Open Performance Review and Appraisal System
PAS	Performance Appraisal System
PM	Performance Management
PIM	Performance Improvement Model
PMS	Performance Management Systems
P4P	Payment for Performance
PSRP	Public Service Reform Program
SIDA	Swedish International Development Agency
SMART	Specific, Measurable, Achievable, Realistic and Time frame
SPSS	Statistical Package for Social Sciences
USAID	United States Agency for international development
UNDP	United Nations Development Programme
URT	United Republic of Tanzania

CHAPTER ONE

INTRODUCTION

1.1   Background to the Research Problem

Tanzania has undergone many reforms just after independence in 1961 which are political, economic and administrative. All these reforms were a result of the increasing need to respond by the government to certain needs of citizens at a particular time. Also these reforms were effected with a focus to ensure that the public sector is able to deliver quality, effective and efficient public services to the citizens. From 1961 up to 1966 the state adopted a socialistic approach and nationalized all major means of the economy (Lufunyo, 2013). These were just a few notable reforms which were taken by the new independent state.

As the socialist economy failed to deliver the expected need of the citizens, civil service became a source of patronage, nepotism and corruption. In the late 1980s, the government of Tanzania attempted to address the disastrous state of the national economy by breaking with the old socialist model. It attempted to redefine the boundaries of the state and give greater space to the private sector.

However, it lacked any effective implementation mechanism to address priority problems of poverty, disease and ignorance. The public sector was the expected tool to fight against these enemies since it was the strong arm of the government. But the public sector was ineffective and inefficient which caused misuse of public expenditure (Mlay, 2012). Poor performance, inefficiency and corruption contributed to the pressure of reforms in Tanzania (Therkildsen, 2000). Despite employing more

staff than at any time in its history (350,000 in 1990) no longer had the capacity or resource to develop and implement new policies. The reform of the civil service became a priority.

By the late 1980's after a decade of economic decline, the government launched the civil service Reform Program in 1991.However; civil service reform program (CSRP) implementation did not start until 1993, when the overall objective of achieving a smaller, affordable, well compensated, efficient and effectively performing civil service was identified. The program was supported by several donors, including UNDP, SIDA, NORAD, DANIDA, USAID, EU, Switzerland and the Netherlands (Lufunyo, 2013). In response to this situation a number of reforms were introduced and implemented, first the Civil services reform programme (CSRP) which took part from 1991 – 1999 (Lukumai, 2006) followed by the Public Services Reform Programme (PSRP).

Despite these reforms, the Tanzanian public service continued to face numerous challenges. A civil service reform programme (CSRP) was developed and implemented between 1993 and 1999 to address the challenges. Despite some notable achievements, the CSRP failed to address problems of poor service delivery, poor productivity in the public service, lower levels of accountability and weak management systems.

A Public Service Reform Program (PSRP) was introduced in 2000 to enhance public service delivery through the installation of an integrated performance management system. The Public Services Reform Programme (PSRP) was implemented in three

distinct phases. The first phase involves the installation of Performance Management Systems (PMS) in all Ministries, Departments and Agencies, Regions and Local Government Authorities. The objective of this phase was to improve accountability, transparency and resource management for efficient and effective delivery of quality services to the public.

Second phase was implemented from 2008 to June 2012.Its thrust would be "enhanced performance and accountability," while the third phase was expected to be implemented from July 2012 to June 2017 and its thrust is envisioned to be "quality improvement cycles." The first phase which took place from 2000 to 2007 is the most relevant to this research. This phase aimed at "Instituting Performance Management System" in this case OPRAS (URT, 2005).

In the course of implementing PMS, the Open Performance Review and Appraisal System (OPRAS) have been introduced in all MDAs, Regional Secretariats and LGAs to enable proper and more effective use of human resource. This led to the abolition of the confidential appraisal system.

OPRAS emphasizes the importance of involving employees in objectives setting, implementing, monitoring and review processes, which promotes individual accountability, improve transparency and communication between management and employees (URT, 2013).

It is thus mandatory for all MDAs, LGAs and Regions to introduce OPRAS and make it operational. This is backed up by policies and laws, whichenforces, among

other things, OPRAS implementation in the public service. These are such as the Public Service Employment Policy (1999), the Public Service Act (No.8 of 2002) and Public Service Regulations (2003) with their amendments.

The Government of Tanzania introduced the use of Open Performance Review and Appraisal System (OPRAS) in July 2004, through establishment of circular No.2 of 2004.OPRAS replaced the Closed Annual Confidential Performance Appraisal System which was characterized by absence of feedback and poor identification of the training needs of the employees and made it impossible to promote performance and accountability of the public servants (URT, 2004). Hence, failed to promote performance improvement and accountability in the Public Service.

With this confidential and closed system there was no transparency, which gave room to nepotism, poor accountability of public servants, favoritism and corruption hence the public sector was characterized with rigid bureaucracy, poor management of resources and political patronage. These changes in appraising performance of Public employees are in line with Public Service Act No.8 of 2002,which emphasize on institutionalization of result oriented management and meritocratic principles in the Public Service.

In Tanzania, the Public Sector Reform Programme (PSRP) aims at improving public sector service delivery. It is stated about OPRAS that the introduction of this system aims at improving the quality of public services in Tanzania. OPRAS seeks to improve performance through setting individual goals, measuring the achievement of the goals and providing feedback. The principle of OPRAS is that the employees set

targets in consultation with the supervisor. After six months, the achievements are to be evaluated and after 12 months the achievements of the past year are evaluated and the supervisor and employee come to an agreement on the performance to be recorded in OPRAS (Songstad, 2012).

Introduction of OPRAS is a key part of the Government's commitment to improve employee performance and service delivery to the public. It is a key accountability instrument for individual employees that emphasize the importance of participation, ownership and transparency through involving employees in objectives setting, implementing, monitoring and performance reviewing process. This way there is continuous communication between supervisors and employees, and understanding on the linkage between organizational and individual objectives (URT, 2013).

1.2 Statement of the Research Problem

For about twenty years, the public sector in Tanzania has been administering performance appraisal to its employees, first the secretive appraisal and now the open performance review and appraisal system. The current appraisal system procedure was designed to assist both managers and subordinates in planning, managing and executing organizational goals, which would lead to effective service delivery to the public (Mlay, 2012).

The government made several efforts to introduce OPRAS. First, it highlighted the background and context of the drive for performance management in Tanzania. Second, an attempt was made to illuminate the approach which Tanzania had adopted in order to install and institutionalize a performance management culture in

public service institutions. In doing so, it focused its attention on the strategies as well as the policy and legal frameworks that needed to be put in place and facilitate effective performance management in the Ministries, Departments Agencies (MDAs) and Regional secretariats. Thirdly, the government analyzed the processes and mechanisms which have already been installed in public service institutions in order to facilitate effective performance management.

Despite the efforts made to attain a fully implemented OPRAS, there was still partial implementation of OPRAS. The rate of implementation by public organizations has been extremely slow, the compliance rate is estimated to be about 51 percent and where there have been attempts to implement the system, implementation has been poor. There is no single government institution that can stand out as having implemented OPRAS successfully (World Bank, 2008).

The Government of Tanzania introduced the open performance review and appraisal system (OPRAS) to Public institutions a decade ago; however implementation has fallen short of expectations (Songstad, 2012). In order to increase the quality of service delivery in the public sector in Tanzania, OPRAS has been implemented, but implementation has not taken off as expected. (Mlay, 2012). Still it is not known exactly what are the main factors which lead to poor OPRAS implementation especially in the public sector. A number of reforms have not been successful in many developing countries (Tanzania included) which led to development failure and disappointment to the public which are now viewed as a result of inappropriate policy choices (Mlay, 2012).

OPRAS was introduced in July 2004 and was implemented for minimum of three years all over the country to all central and local agencies of the government (URT, 2005). But very little changes can be seen as compared to services delivered by the public sector. The situation in the public sector is almost still the same, too many procedures, ineffective services delivery and poor customer care as opposed to the intent of the implementing performance appraisal system reforms. Therefore, the present study sought to investigate on the factors hindering effective implementation of OPRAS in Local Government Authorities in Tanzania.

1.3   Objectives of the Study

1.3.1   General Objective

The main objective of this study was to investigate on the factors hindering effective implementation of open performance review and appraisal system in the LGAs with special attention given to Kinondoni Municipal Council.

1.3.2   Specific Objectives

Specific objectives of the study were:

(i)   To identify factors hindering effective implementation of OPRAS in Local Government Authorities in Tanzania.

(ii)   To determine worker's perception towards implementation of OPRAS in Local Government Authorities in Tanzania.

(iii) To identify ways to improve OPRAS implementation in Local Government Authorities in Tanzania.

1.4 Research questions

This study was guided by the following research questions;

(i) What are the factors hindering implementation of OPRAS in Local Government Authorities in Tanzania?

(ii) What are employees' perceptions about OPRAS implementation in Local Government Authorities in Tanzania?

(iii) What are the ways to improve the OPRAS implementation in Local Government Authorities in Tanzania?

1.5 Significance of the Study

The researcher expects that the findings of this study would be beneficial to thegovernment through the President's office Public Service Management as well as local government authorities. The study also would be beneficial to both employees and managers/head of departments of LGAs in Tanzania. The findings of the study can be used by policy makers to formulate an appropriate strategy to overcome the factors that limit the effective implementation of OPRAS.

The researcher also expects that findings of this study would serve as a source of empirical literature for future researchers who want to conduct studies on the issue of open performance review and appraisal system (OPRAS).Furthermore, the study is expected to add value to the existing knowledge on implementation of OPRAS in government institutions in Tanzania in general. Also, successful completion of the study will enable the researcher to partially fulfill the requirements for the award of a Master Degree of Human Resources Management offered by the Open University of Tanzania.

1.6   Organization of this Dissertation

This dissertation iscomposed of five chapters. The first chapter is the introduction, which covers the important aspects of the study such as background of the study, the statement of problem, objectives of the study and research questions. The chapter also includes the significance of the study. The second chapter covers the literature review on OPRAS, which includes conceptual definitions, theoretical literature review, empirical literature review, research gaps and conceptual framework. The third chapter is the research methodology; it highlights the methodological aspects employed in this study such as overview, research approach, research design, area of the research/study, sampling design and procedures, variables and measurement procedures, methods of data collection, data processing and analysis. Chapter Four present the study findings with an attempt of answering the research questions, which are discussed in chapter one. The discussion of the findings is mainly based on the qualitative approach in an attempt to link data to the theory. Chapter Five gives Summary, Conclusions, Recommendations and Further research areas.

CHAPTER TWO

LITERATURE REVIEW

2.1   Brief Overview

This chapter intends to establish a foundation from which the researcher's knowledge and inquiry mind to conduct the study has emanated. It is the explanation of what other studies found to be the factors hindering implementation of OPRAS in Local Government Authorities. This part covers the following areas of the study: The first part presents theoretical review of the study. The second part explores the empirical literature review of the study. The third part provides a literature gaps to be covered by the study. The fourth part provides conceptual framework which will guide this study.

2.2   Conceptualization of Key Concepts

This subsection provides definitions of key concepts such as OPRAS, Performance Management (PM), Performance Management System (PMS) and Reform.

2.2.1   Open Performance Review and Appraisal System

The Open Performance Review and Appraisal System (OPRAS) is an open, formal, and systematic procedure designed to assist both employers and employees in planning, managing, evaluating and realizing performance improvement in the organization with the aim of achieving organizational goals (URT, 2013).

2.2.2   Performance Management

Performance Management can be defined as a systematic process for improving organizational performance by developing the performance of individuals and teams.

It is a means of getting better results from the organization, teams and individuals by understanding and managing performance within an agreed framework of planned goals, standards and competence requirements (Armstrong, 2006). Performance Management is defined as an integrated process that consolidates goalsetting, employee development, performance appraisal and rewarding performance into a single common system (Agarwala, 2010).

The aim of performance management is to ensure that employee performance supportsthe strategic goals of the organization. Thus, performance management includespractices through which managers (superiors) work with their employees (subordinates)to define the goals of the latter, develop employee capabilities through training, measureand review employee performance in order to reward performance, all with ultimate aimof contributing to organizational success.

2.2.3 Performance Management System

A PMS is a system that covers all aspects of performance that are relevant for theexistence of an organization as a whole". The PMS should provide management with aninsight into "how well the organization is performing its tasks and to what extent theorganizational objectives are achieved (Agarwala, 2010). This can involve motivating, monitoring, controlling and rewarding employees for attaining desired outcomes.

2.2.4 Reform

Reform refers to making changes for improvement, creating a change for the better, as a result of correcting the latter situation. In the context of the research, Public

service reform will therefore relate to improving the public sector operations by correction of errors or defects in the public service to create better public service operations in the country (Lufunyo, 2013).

2.3   Theoretical Literature Review

The concept of performance management can be understood by using the theory ofmotivation. There are several motivational theories in the literature: Maslow's needsHierarchy theory, Herzberg's two factors theory and goal setting theory. All these theories, the goal setting theory fits the performance management as well as performance management system concepts best.

This is because performance standards are antecedent situations in the employee's workenvironment. Goals are performance levels which individuals and organizations have agreed upon as performance standards. This theory show that properly conceived goals trigger a motivational process that improves performance.

2.3.1   Maslow's needs hierarchy theory

Abraham Maslow's Hierarchy of Needs Theory is one of the first theories of motivation. It was first presented in 1943 in Dr. Abraham Maslow's article "A Theory of Human Motivation" in Psychological review, and was further expanded in his book "Toward a Psychology of Being" Maslow tried to formulate a needs based framework of human motivation. The basis of Abraham Maslow's hierarchy of needs theory is that people are motivated by needs that remain unsatisfied, and that certain lower factors have to be satisfied in order for higher needs to be recognized as unfulfilled. Maslow presented five sets of human needs that drive human

behaviour.According to Maslow, physiological needs are the things we require for survival, like food, clothing, shelter and sleep. The next level is of safety needs, which are necessary for physical and emotional security. Through job security, health insurance, retirement benefits and safe working environments, these needs are satisfied. Moving up to the third level is the social need, where people seek for love, affection and belonging.

Relationship in the work environment and in the informal organization, as well as in social networks with family and friends outside the organization are good examples of social needs. Next level is the esteem need, where we urge for respect, recognition, accomplishment and worth. The management can fulfill such needs by matching the skill and ability of the employee to the job, by showing workers that their work is appreciated. Finally, the self – actualization needs, which are the desires to grow and develop up to ones fullest potential. These needs have been organized into hierarchy of relative dominance according to their appearance in human life (Maslow, 1943). However, this theory does not fit into this study.

2.3.2   Herzberg's Two Factor Theory

Herzberg published the two – factor theory of work motivation in 1959. The theory was highly controversial at the time it was published, claims to be the most replicated study in this area, and provided the foundation for numerous other theories and frameworks in human resource development (Herzberg, 1987). The theory states that job satisfaction and dissatisfaction are affected by two different sets of factors. Therefore, satisfaction and dissatisfaction cannot be measured on the same continuum.The two – factor theory of job satisfaction was the result of a five year

research program on job attitudes initiated by a grant from the Buhl Foundation. There was an urgent need at the time for more and better insight about the attitudes of people towards their jobs due to the prevalence of job dissatisfaction indicators such as strikes, slow downs, and filing of grievances(Herzberg et al,1957) However, this theory does not fit into this study.

2.3.3   Goal Setting Theory

Edwin Locke and Gary (1990) published "A Theory of Goal Setting and Task Performance" in which they identified five principles that were important in setting goals that will motivate others. These principles are: Clarity, Challenge, Commitment, Feedback and Task complexity.

In order for goals to be effective, they need to be agreed upon. The goal should be in line with the general, established expectations that you have had for the employee in the past. The employee and employer must both be committed to using the resources needed to complete the goal and should also agree on what the reward will be.Goal setting is not going to be effective if there is not an opportunity for feedback. Feedback is a chance to correct or clarify before the goal has been reached.

Ideally, feedback is a type of progress reporting. It gives the supervisor the chance to clarify expectations and to adjust the level of difficulty of the goal if it seems it's too hard or too easy. For the employee, it offers a chance to make sure they are meeting their supervisor's expectations and to get recognition for what they have achieved up to this point. When the goal has been reached, you can also conduct a formal feedback session so that you can discuss what went well and what could use

improvement in the future.The final principle in Locke and Latham's goal setting theory is related to the level of complexity of the assigned task. When a role is complex or highly technical, the person in that role is often already highly motivated or else they wouldn't have reached that level in their organization.

However, even the most motivated person can become discouraged if the complexity of the task and the time it would take to complete it wasn't fully understood.In goal setting, there is one method that has stood the test of time. Although there have been variations to what the acronym SMART stands for over time, the main definition of a SMART goal is one that is; S – Specific,M – Measurable, A – Attainable,R - Realistic and T – Timely. The goal setting theory fits on this study as I elaborated above.

2.4   Empirical Literature Review

In spite of the economic and political reforms introduced by the Government, the Public service of Tanzania continued to face numerous challenges. These included massive growth and huge structures in terms of number of institutions and employees; unmotivated public servants; poor service delivery to citizens, low accountability and poor performance in most of the public service institutions (URT, 2011).To address the above challenges; the performance management systems(PMS) was installed to all MDAs, LGAs, Regions having in place predictable, effective and efficient systems for planning, implementation, monitoring, evaluation and reporting in the public services of Tanzania. The overall objectives of these interventions were to:

(i)   Provide quality public service to the public

(ii)   Improve performance of public service institutions

(iii)   Improve accountability and responsiveness

(iv)   Ensure effective and efficient use of public resources

(v)   Provide standards for providing comparisons and benchmarking within the public service institutions in Tanzania as well as other public service institutions across the world for continuous improvement.

A study by Baird (2012) Performance Management System Effectiveness in Australian Local government examined the association between organizational and cultural factors, and the effectiveness of PMS, with PMS effectiveness assessed in respect to the extent to which 17 desired outcomes of PMS had been achieved.

It further evaluates the effectiveness of PMS in the Australian local government. From this study, the author found that the performance management systems of Australian local councils are only moderately effective in relation to performance related outcomes and less effective in relation to the achievement of staff related outcomes. The effectiveness of PMSs was higher for larger sized councils.The findings suggest that PMSs are not as effective as they could be in achieving desired organizational outcomes.

An effective PMS is dependent on executives and managers having the knowledge, ability and willingness to use the system correctly (Chamberlain, 2011).A number of studies have found a positive relationship between training and the effectiveness of a

PMS. Without relevant training, managers may perceive the PMS measures as less than useful.

The study findings also suggest that staff will be more likely to work towards the achievement of organizational objectives if they see a linkage of performance to rewards. It is also apparent that if organizations are to address staff needs they could provide adequate training, both in the design and implementation of PMS. It is equally important that an effective performance management system requires that managers are familiar with the system and are able to apply it (Chamberlain, 2011).

Finally, there is scope for local government managers to work towards developing a more outcomes oriented culture, by focusing more on results and having higher expectations for performance. Given the substantial international interest in the impact of public sector reforms, and the effectiveness of performance management practices.The findings suggest that PMS are not as effective as they could be in achieving desired organizational outcomes.

Finally, the study also provided a preliminary insight into the specific factors associated with the effectiveness of the PMSs for smaller and larger sized councils. For instance, the link of performance to rewards was associated with both performance and staff related outcomes but only for the smaller councils. Hence, the motivation of staff appears to be particularly relevant for smaller sized councils, and less relevant for larger sized councils.A study by Songstad et al (2012) Assessing Performance Enhancing Tools: experiences with open performance review and appraisal system (OPRAS) and expectations towards payment for performance (P4P)

in the public health sector in Tanzania.This study addresses health worker's experiences with OPRAS, expectations towards P4P and how lessons learned from OPRAS can assist in the implementation of P4P. The broader aim was to generate knowledge on health workers' motivation in low –income contexts.

A qualitative study design has been employed to elicit data on health worker motivation at a general level and in relation to OPRAS and P4P in particular. Focus group discussions (FGDs) and in –depth interviews (IDIs) have been conducted with nursing staff, clinicians and administrators in the public health sector in a rural district in Tanzania.

The study found a general reluctance towards OPRAS as health workers did not see OPRAS as leading to financial gains nor did it provide feedback on performance. Great expectations were expressed towards P4P due to its prospects of topping up salaries, but the links between the two performance enhancing tools were unclear.The study findings also indicated that OPRAS does not work as intended due to its modalities of measuring performance, the poor implementation of the feedback mechanism and health workers' experience of not seeing any tangible benefits of OPRAS.

A study by Songstad et al. (2012) exploring the applicability of the open performance review and appraisal system (OPRAS) in the health sector in Tanzania. This study has addressed health workers' experiences with the open performance review and appraisal system (OPRAS) in use in the public sector in Tanzania. This study has found serious challenges in the implementation of OPRAS and health

workers express much reluctance in complying with OPRAS. One reason is the low acceptability of OPRAS; in particular health workers' expressed skepticism towards using numerical targets in terms of number of patients attended as an indicator of performance. Another reason concerns feasibility of an advanced performance appraisal tool in a setting characterized by considerable resource deficits.

The study has also found that health workers are not given the intended feedback related to the work targets, and that health workers see very few tangible benefits of complying with OPRAS. This system could potentially fill an important void in the human resource management in the public sector in Tanzania as this study has found that recognition of performance carries a huge potential in motivating health workers.A study by Mlay (2012) Institutionalization challenges of performance appraisal in Tanzanian Local Government Authorities, attempted to assess the challenges of instituting PAS in the local authorities, focusing on two LGA's namely Arusha city council and Arusha District Council.

The study was qualitative and data was obtained through in – depth interview, focused group discussion, observation and documentary review. Generally, it was found that there is very low institutionalization of PAS in LGAs due to some cultural, organizational and political factors. The findings have shown no significant differences between the two LGAs and that the public servants in these councils have inadequate knowledge on the purpose and processes of PAS, leading to a disregard of performance as criteria during administrative decision making. The findings also show a lack of commitment from the implementers and insufficient financial

resources to facilitate the institutionalization of PAS.A study by Massawe (2009) on the effectiveness of open performance review and appraisal system (OPRAS) in the Executive Agencies; the case of the National bureau of statistics, aimed at assessing the effectiveness of OPRAS in the executive agencies in Tanzania. The study revealed that there is moderate effective of OPRAS at NBS. The possible cause for non-compliance or poor compliance to OPRAS implementation is due to lack of training on how to fill in the OPRAS Forms.

The second factor may be due to lack of effective monitoring and evaluation mechanism for OPRAS implementation process.The study also revealed that, the organization did not put in place an action plan for training its staff at all levels on the importance and how to fill in the OPRAS Forms.The study revealed further that, the organization lacked an effective mechanism for monitoring implementation of OPRAS.A study by Mwanaamani (2013) on challenges of administering OPRAS in District councils in Tanzania. The case of Lushoto district council.The study aimed at investigating the challenges of administering OPRAS in Districts councils.

The study findings revealed that the employees see OPRAS as good but its implementation needs some improvement to meet the expected goals. The challenges identified were setting unrealistic budget to meet the required resources for the whole process. Budgetary leads to other challenges such as lack of integration between the supervisor and subordinate objectives on one hand and that of the organization on the other.Lack of support from the supervisor and lack of training also minimizes the efficiency of the OPRAS process.

2.5   Research Gaps

Despite the fact that extensive research has been done in the area related to effectivenessand adoption ofOpen Performance Review and Appraisal System (OPRAS), there are some gaps left which need further investigation. As for all literature reviewed above the gap observed was that none of the researcher used a cross section quantitative approach. All studies above in the literature reviewed used qualitative methodology but this study used both qualitative and quantitative cross section approach to conduct the study thus motivating the researcher to use the quantitative design to describe its worth to the study.

The second gap was that, despite of studies done by (Massawe, 2009; Songstad, 2012 and Mlay, 2012) concerning OPRAS and most of them came up with realistic findings regarding effectiveness, adoption, institutionalization and challenges of OPRAS implementation in Tanzania. However little are known on factors hindering implementation of OPRAS in LGAs in Tanzania. Furthermore the studies were conducted a few years ago while the government of Tanzania has made several improvements relating to OPRAS.Also the study to investigate on factors hindering effective implementation of OPRAS has never been conducted in Kinondoni municipal council. Therefore a gap for scientific study was evident.

Baird (2012) researched on the performance management system in Australian local government councils. His research study addressed the effectiveness of PMS in enhancing performance of local government councils in Australia. His findings revealed that PMSs of Australia local councils are only moderately effective in

relation to performance related outcomes and less effective in relation to the

achievement of staff related outcomes.

2.6   Conceptual Framework
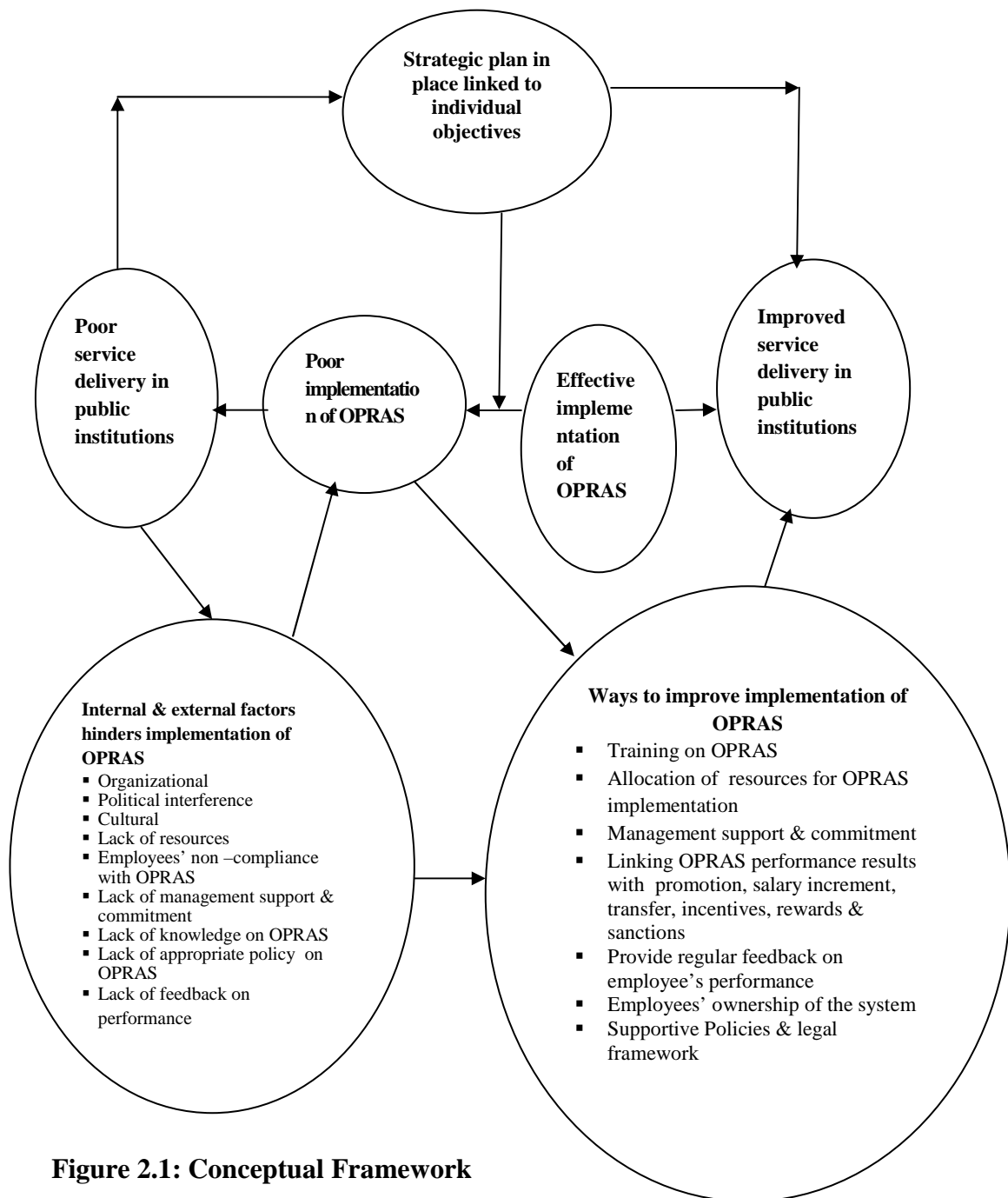
Figure 2.1: Conceptual Framework

Source: Field Data (2014)

The results of this study cannot be applied in Tanzania due to political, economic, social, environmental as well as technological disparities. This encouraged the researcher to conduct a similar study by focusing on Municipal council setting and reflecting the Tanzania environment. Therefore, this study intends to fill the gaps left by the previous researchers as reviewed in different literature review. Further study was to investigate on factors hindering effective implementation of OPRAS is required and slow uptake of OPRAS as well as ensuring enforcement mechanism so as to address the problem may be taken as a change.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter explains how the study findings were derived; it describes the area of the study, study population, research paradigm,the research design, the sampling frame, the sample size, sampling design and procedures, sampling techniques, variables and measurement procedures, the methods of data collection and data processing and analysis.

3.2 Research Paradigm

According to (Kothari, 2004) a research paradigm is defined as a shared world or a set of assumptions on understanding reality or about how things work. The research paradigm of the study is built upon the positivism paradigm in order to generate knowledge in which facts are predicted and explained on the basis of their relationship. The positivist paradigm was assumed to help the researcher to be independent in the sense of not being affected by research subject and to give a room to a researcher to quantitatively describe the facts and information obtained from the respondents. Following to the paradigm, this research employedboth qualitative and quantitative methodology, which gave the researcher an opportunity to listen to the respondents on issues, opinion, behavior and attitudes towards OPRAS implementation and get a clear picture of the event.

3.2.1 Research Approach

The researcher adopted induction approach. This study adopted goal setting theory which had been already established by Edwin Locke and Gary (1990).The qualitative

approach has dominated this study and was supported by quantitative approach which was used to measure numerical data.

3.2.2   Research Design

According to (Kothari 2004), described a research design as a clear specification of what is being studied and determination of the best way to accomplish it. Therefore, a research design is a blue print or a plan for obtaining information to achieve the research objectives and goals. A research design represents a plan of how particular study should be conducted. It is concerned with the type of data that will be conducted and the means used to obtain them. Furthermore, the research design is also a conceptual structure within which research is conducted and constitutes methodologies for data collection, measurement and analysis of variables. The best research design therefore is the one that uses some of the methods and techniques, which are relevant, suitable and not bias.

This study was undertaken using a cross – sectional survey research design to obtain information on employees and management's understanding and perception on OPRAS implementation. A cross – sectional survey was selected for this study because it was carried out at one time point or over a short period and was easy to undertake compared to longitudinal survey and the result from the sample can be inferred to the larger population.

3.2.3   Research Strategies

The researcher employed the survey strategy. Questionnaire and interview were used as the main tools for primary data collection. A survey study approach was adopted

using both qualitative and quantitative methods to collect data. Qualitative data allowed the triangulation of data. Quantitative data was collected through questionnaires and the Likert scale was used to measure the answers. Data collected were analyzed quantitatively using statistical package for social sciences (SPSS version 16.0). The computed data was analyzed using descriptive statistics. The data was presented in frequency tables, bar graphs and pie charts.

3.2.4   Research Timeline

The researcher would take into account the time and resource limitations, that would face the researcher. The researcher applied a cross sectional survey design because it was carried out at one time point or over a short period and was easy to undertake compared to longitudinal survey and it helped to complete the study within the specified time limit.

3.3   Description of the Area of Study

The study was conducted inKinondoni Municipal council, in Dar es Salaam region. A choice of this LGA was on the basis of a variety of reasons including being one of LGAs in Tanzania which has started implementing OPRAS.

3.3.1   Overview of Local Government Authorities in Tanzania

The local governments are entities which only act within legal boundaries drawn by theconstitution and the power delegated to it by the central government through legislation.In 1980's there was re –establishment of rural and urban authorities and in 1995 major change took place in the public sector through the Public Sector Reform Programme (PSRP), which also included the Local government reform programme

(LGRP).The LGRP aimed at decentralizing the government functions, responsibilities and resources to the local government authorities (LGA's) and strengthen the capacity of local authorities (Mlay, 2012). The reform in the local authorities was initiated in 1996 by the publication of local government reform agenda and in the government policy paper for local authorities.

The reform agenda states that the efficiency, reliability and capacity of the local authorities in delivering services to the public will be the reason of existence for the devolution of functions, resources and authority from the central government.Phase two of LGRP has already been implemented, the first phase was from 2000 to 2004and the second phase was from 2006/2007 to 2010/2011.Both phases aimed at improvingperformance, creating relevant institutional structures, improving transparency andcommunication between management, employees and stakeholders and establishingpriorities for effective and efficient allocation of resources (URT, 2010). The third phase was designed to begin in 2011/2012 to 2015/2016.

The Tanzanian constitution acknowledges that the primary objective of the government"is the welfare of the people in which it is accountable to and that people must participatein the affairs of their government, it further stipulates that local government authorities should be established in each region, district and village of the United Republic of Tanzania". It is by this that the establishment of Local Government Authorities is legallybased on. The main purpose of having local government authorities is "to transfer authority to the people" according to article 146 (1) of the constitution of United republic of Tanzania of 1977. The local government authorities are under the jurisdiction of the Ministry of Regional

Administration and Local Government which was formed in 1998. Currently there are 106 district councils, 22 urban councils and 5 cities councils (URT, 2010).There are two types of local authorities in Tanzania, the rural authorities usually referredto as district councils and the urban authorities, which include the municipal, town andcity councils.

3.3.2   Kinondoni Municipal Council

The Kinondoni Municipal Council was established in the year 2000, by the governmentnotice no.4 which was issued by the President's office, regional administration and localgovernment .The council was established as an autonomous body, a move that is part ofthe ongoing local government reforms in the country. The Kinondoni Municipal Councilis one of the three municipalities within the city of Dar es Salaam in Tanzania. Kinondoni Municipality borders the Indian Ocean, on the North East, to the South Ilala Municipality; Bagamoyo District is to the North and Kibaha district to the west.

According to the 2012 census, Kinondoni Municipality has a population of 1,800,000 people with a growth rate of 5%. The municipality covers an area of 531 square kilometres, with a population density estimated at 2051 persons per square kilometer. The municipality experiences a modified type of equatorial climate. It is generally hot and humid throughout the year. The hottest season is from October to March while it is relatively cool between May and August.

There are two rain season; short rains from October to December and long rains between March and May.Kinondoni Municipal Council has four divisions namely,

Magomeni, Kinondoni, Kibamba and Kawe. The Municipal governing body is the Full council which comprises 56 councillors.

3.4 Study Population

A population consists of a collection of individuals units, which may be persons, objects or experimental outcomes, whose characteristics are to be studied (Kothari, 2004). The study population was all employees of LGAs in Tanzania.

3.4.1 Sampling Frame

According to (Kothari, 2004) a sampling frame is a source material or device from which a sample is drawn. Therefore, it is a list of all those within a population who can be sampled or a set of information used to identify a sample population for statistical treatment such as individuals or institutions. The sampling frame was drawn from 8,470 employees of Kinondoni Municipal council.

3.5 The Sample Size and Sampling Procedures

The sample size for this study was 50 respondents.The size of the sample was obtained through purposive sampling and randomly sampling.

Table 3.1: Category of Respondents and their Numbers

Category of respondents	Number	Sample size
Heads of departments	7	7
Senior Managers	6	6
Supervisors	10	10
Municipal Engineers	3	3
Municipal Human Resources Officers	5	5
Subordinate/Junior staff	19	19
Total	**50**	**50**

Source: respondent categorization by the researcher (2014)

Head of departments, Senior Managers and supervisors were purposely selected on the criteria that these are staff who were directly responsible for implementation of OPRAS while subordinate staff were chosen randomly by using lottery method.

3.5.1 Sampling Techniques

According to (Kothari, 2004), a sampling technique refers to the main types of sampling strategy as adopted by the researcher to decide on a research study point, line and area method. The researcher used purposive sampling and simple random sampling techniques for this study. Purposive sampling also known as judgmental sampling, because the decision with regard to which element should be included or excluded in the sample rests on the researcher's judgment and intuition.

The major criterion for including a person in sample is possession of expertise or experience about the problem under investigation. Simple random sampling is a probability sampling whereby all members in the population have equal chance of being selected to form a sample. Using simple random sampling involves selecting the sample at random from the sampling frame without replacement.

3.6   Variables and Measurement Procedures

According to (Fisher, 2010 and Kothari, 2004), a research variable has been described as any entity that can take on different values which can be considered as variables for example age, gender, treatment and program. Variables are always quantitative or numerical. This study employed two variables which were adopted by the researcher, the dependent and the independent variables so as to provide a room to the researcher to use the variable agreement of five attributes when developing

standardized research questionnaires. For instance strongly disagree, disagree, neutral, agree, strongly agree, to enable respondent easily and timely respond to questionnaires in unbiased approach.

3.6.1 Dependent Variable

According to (Saunders, 2007 and Kothari, 2004), described the term dependent variable as what is manipulated by the dependent variable. Under this study the researcher employed OPRAS implementation as the study dependent variable. It is called dependent because it depends on independent variables. Implementation of OPRAS follows a series of interlinked processes that has roots from the annual planning process and ends with the feedback on annual overall performance (URT, 2013).

3.6.2 Independent Variable

According to (Saunders, 2007 and Kothari, 2004), the term independent variable has been described as what you manipulate or what is naturally manipulated. Under this study, the researcher has used lack of knowledge on OPRAS,lack of management support and commitment,lack of resources, employees' non – compliance with OPRAS,organization, cultureand political interference as the study independent variables.

3.7 Methods of Data Collection

According to (Fisher, 2010; Kothari, 2004 and Saunders, 2007) described the term data collection methods asquantitative and qualitative. Furthermore the quantitative technique was assumed to allow the researcher to statistically describe the study

findings using likert scales to link behaviours with the research questions in study evaluation. Therefore, in this study the researcher used two main methods of data collection. These were structured questionnaires and interviews.

3.7.1 Structured Survey Questionnaires

According to (Saunders, 2007),structured survey questionnaires are set of questions asked are precisely decide in advance and closed end question with possible answers to choose. It is a schedule of questions in which respondents fill in answers. This study used closed ended questionnaire and were self-administered because the respondents could read and write. Field editing of completed questionnaires and follow – up visits were conducted by the researcher to ensure that all questions were answered and that responses were consistent before the questionnaires were collected finally. In order to avoid non – responses, I provided 55 questionnaires, 4 questionnaires were not returned, 1 questionnaire was half filled, so was not included in the analysis of data.

3.7.2 Interview

Interview is a technique for soliciting information which commonly involves face to face conversation between the interviewer and the interviewee (Kothari, 2004). This is the technique of data collection that involves presentation of oral verbal inducements and obtaining replies from the respondents. An interview guide was prepared and set of questions were set to help explore the inner most required data.I conducted interviews from 22nd to 26th September 2014. I had two kinds of interviews for two groups (heads of departments and the middle cadre). I conducted face-to-face interview with the heads of departments considering their vital role they

play in the implementation of open performance review and appraisal system, which lasted from 30 minutes to one hour. Face to face interviews were used to get detailed information from respondents about their views, opinions and perspectives regarding the challenges of implementation of OPRAS at Kinondoni municipal council. This method was used in order to in depth responses.

The interview aimed to get the information, which cannot be obtained by the use of questionnaires. I used open – ended format to form the interview questions and the interviews were "semi structured, which enabled me to probe for relevant answers, such questions as: how often do they interact with their subordinates? How often do they sit with their supervisor to set their performance objectives?

How many times have they attended courses, training with the regards to OPRAS? The interviewee answers were very important to link back to the research questions and the study variables. The interviewdata were recorded on notebook and interview note was typed for analysis. These methods above provided both qualitative and quantitative data on factors hindering implementation of OPRAS.

3.7.3   Data Collection Procedures

3.7.3.1 Primary Data Collection

The primary data are data which are collected afresh and for the first time and thus happen to be original in character (Kothari, 2004).They include opinion of the people who are interviewed.The questionnaire was used as the main tool for data collection. The self-administered questionnaires were administered to heads of departments/managers/supervisors who appraise the performance of subordinates

and subordinate themselves. The questions were close – ended in order to permit vivid comparison of responses.

3.7.3.2 Secondary Data Collection

Secondary data is the data that would be collected from different secondary sources and then critically analyze the collected data with the aim to form theoretical framework for the entire research. In the course of this research the researcher conducted the secondary data from various academic journals, articles, books, appraisal reports and human resources performance reports of Kinondoni Municipal council workers.

3.8   Data Processing and Analysis Technique

According to (Kothari, 2004) data analysis means transforming raw data collected from the field so as to obtain meaningful information to meet the objectives of the current study. Under this study data were analyzed using descriptive statistics technique basing on objectives and the research questions of the study.The researcher interpreted the data in accordance to the quality of arguments made rather than quantity of the respondents with the same opinions.After completion of the fieldwork, questionnaires were given serial numbers before data entry. This consisted of field editing and data entry. It was to eliminate errors such as double answers.

Data was cleaned and coded for entry. Quantitative data were entered and analyzed bythe use of descriptive statistics technique with the help of Statistical Packages for Social Sciences (SPSS) version 16.0.The statistic descriptive method was used to elaborate data and make them more explicit and understood basing on descriptive

content analysis. The data were analyzed and presented statistically using frequency, percentage, tables, pie charts and bar charts.

3.9   Validity and Reliability

According to (Kothari, 2004) validity indicates the degree to which an instrument measures what it is supposed to measure. Validity is the extent to which differences found with a measuring instrument reflect true differences among those tested. Validity is more concerned with the measurement of the data and the integrity of the conclusion reached in the research. Therefore validity refers to the truth, authenticity and relevancy of data.

In this study, validity was taken into considerations. For example, because the questionnaire was constructed by the researcher, it was designed on the basis of the researcher's needs in relation to the study topic and so brings advantages in the sense that it measures exactly what the researcher intends to measure.According to (Kothari, 2004) reliability is an estimate of the accuracy and internal consistency of a measurement instrument.In this study data were gathered by the same interviewer and this naturally leads to consistency issues. Therefore reliability refers to the stability of the measure used to study the relationships between variables. The questions in the questionnaire were designed taking into consideration the issues related to the problem and goals of the study and theories on the subject. It is therefore believed that the responses and results from this study are reliable. The researcher attempted to achieve high validity and reliability by ensuring that the views and arguments advanced by the respondents are accurate and consistency.

3.10   Ethical Consideration

The study considered ethical principles of conducting a social science research. Consent was given by the Kinondoni Municipal Council Director for the questionnaires to be distributed to the respondents. Each respondent was made fully aware of the nature and purpose of the research and that their anonymity would be ensured. Permission was sought from the participants before the conduct of the study. Some of ethical issues considered in this study were obtaining respondents' consent, voluntary participation, guarantee for confidentiality and anonymity.

I introduced myself with an introductory letter that I got from the Faculty of Business Management of the Open University of Tanzaniaand approval letter was received from Kinondoni municipal council management before the commencement of the research. This helped me to get access to the information and respondents needed for the study.

CHAPTER FOUR

RESEARCH FINDINGS, ANALYSIS AND DISCUSSION

4.1   Introduction

Thischapter presents research findings and discussion as per the objective of the study as explained in chapter one. The information presented in this chapter relied heavily on questionnaire and key informant interviews. Quantitative data were analyzed using SPSS and Microsoft excel spread sheet. In most cases descriptive statistics were derived shown in frequencies and percentages. Since numbers from quantitative information by themselves do not give adequate meaning, qualitative information which is relevant to the issue being studied was used to supplement them. In this research content analysis was used for the qualitative data, where theory was compared to practice. Direct quotations were used to show what respondents said about the issue being analyzed, thereby supporting the statistical information.

4.2   Data Presentation

This section aims at discussing the respondents' profile to enable the study establish the extent of judgment one might have in the area of the study. Among the researched respondents' characteristic include gender, age, designation level of the respondents and academic qualifications of each respondent as well as awareness on OPRAS implementation in Kinondoni municipal council.

4.2.1   Statistical Description of the Respondents

The study was aimed to investigate factors hindering effective implementation of OPRAS in the LGAs in Tanzania with special attention given to Kinondoni

Municipal Council in Dar es Salaam region. To achieve this, the researcher requested permission from Kinondoni Municipal council authority to be permitted to have access to data collection from the respondents. The researcher was allowed to collect data through distribution of questionnaires and conducted interview with the respondents.

4.2.2 Distribution of Respondents by Gender

The research wanted to know gender distribution of respondents in order to know gender balance of the municipal council's employees. The pie chart below presents gender distribution of the sample for this research. 28 (55%) of the respondents were females and 22 (45%) of respondents were males. This is contrary to socio – cultural issues in Tanzania where males are favoured in employment.
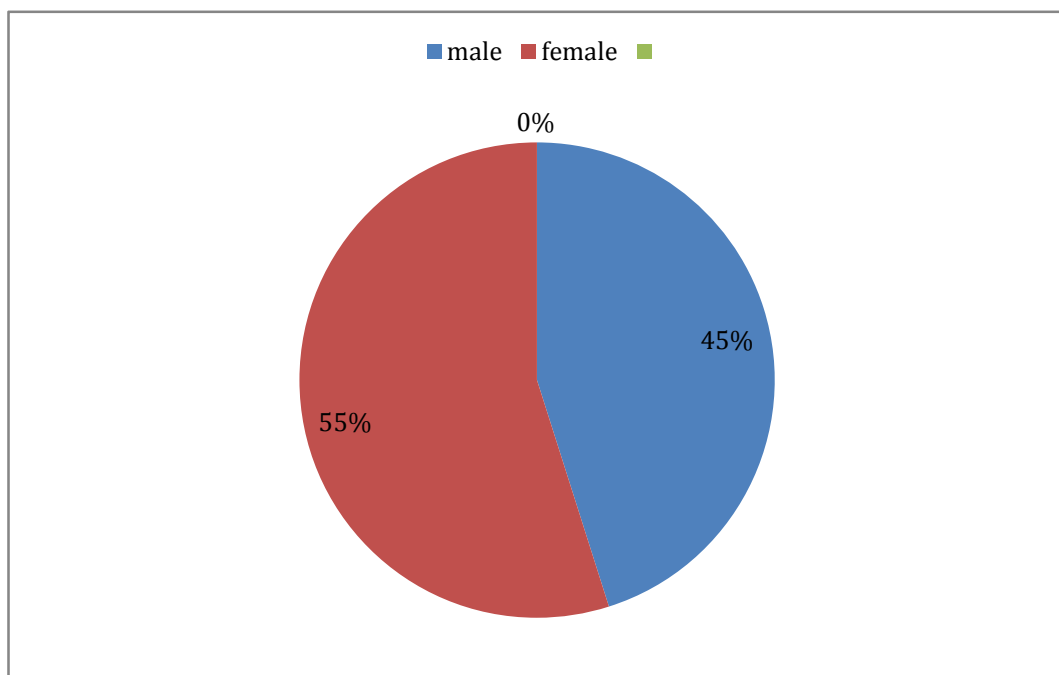
Figure 4.1: Respondents by Gender

Source: Field Data (2014)

The total number of all respondents was 50, who included staff working in the different departments, sections and units at Kinondoni Municipal Council. Figure 4.1 above indicates the statistical data of the gender of the respondents in frequencies and percentages. The paramount reason of including this variable is to get different responses from different sex/gender.

4.2.3   Respondents by Age

Age of the respondents was considered to be important .The study revealed that the age distribution of the respondents favoured the group between 31 – 40 years which comprised 18 (35%) of the total respondents. The study findings statistics implies that the selected municipal council preferred the age group between 31 – 40 years. The assumption behind their preference was that employed their human resources under the contract of permanent and pensionable. Permanent and pensionable allows employees to feel their employments are secured. Therefore, employees did not see any needs of quitting their jobs.
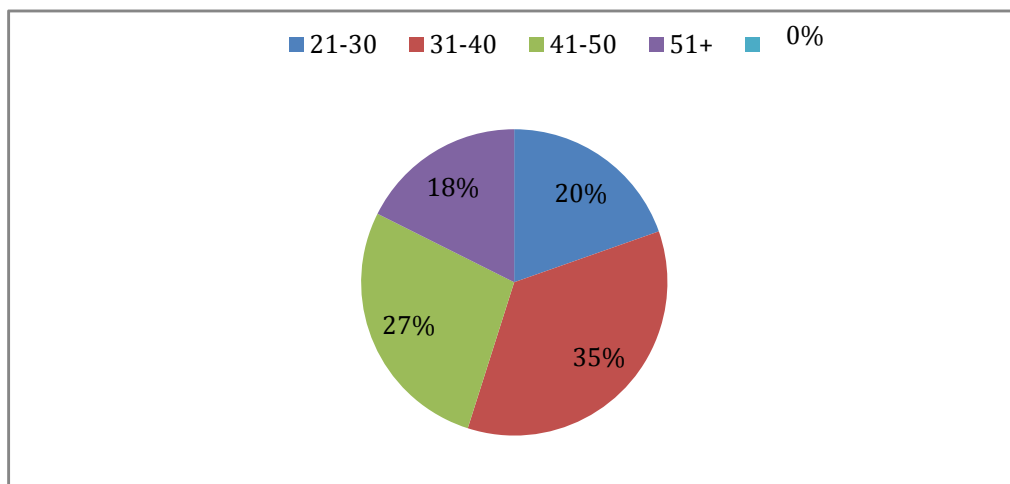
Figure 4.2: Respondents by Age

Source: Field Data (2014)

4.2.4 Distribution of Respondents by Designation Level

Respondents were asked to state their designation levels in order to measure their level of understanding OPRAS. The study statistics indicate that heads of departments 7 (14%), Senior Managers 6 (12%) Supervisor 10 (19%) Junior staff 5 (10%) others 23(45%).
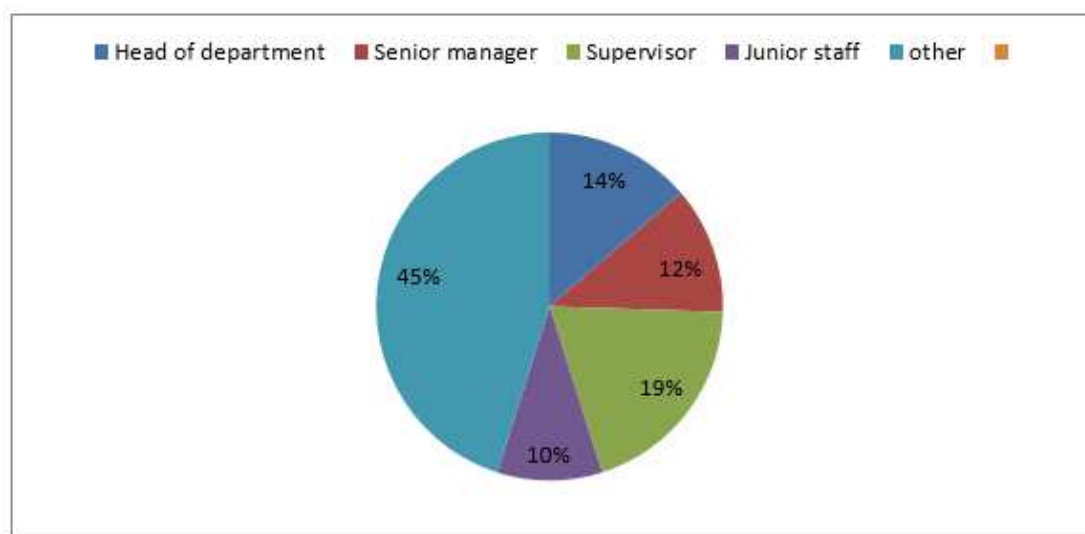
Figure 4.3: Respondents by Age
Source: Field Data (2014)

4.2.5 Distribution of the Respondents by Academic Qualifications

Academic qualification was considered as an important attribute when investigatingfactors hindering implementation of OPRAS in Kinondoni municipal council. This wasbecause, education was assumed to have a crucial role in enabling respondents tounderstand different questions on OPRAS implementation.

Also education was the most important characteristics that might affect the person's attitudes and the way of looking and understanding any particular phenomena. The study found that 1(2%)of the respondents had ordinary level of education, 8 (16%) of

respondents hadcertificate, 9 (18%) had qualifications diploma, 22 (43%) of respondents had bachelors' degree, 10 (20%) of respondents had a master degree, 1(2%) had PhD qualification. Therefore, this statistics implies that Kinondoni municipal council preferred graduates employees.
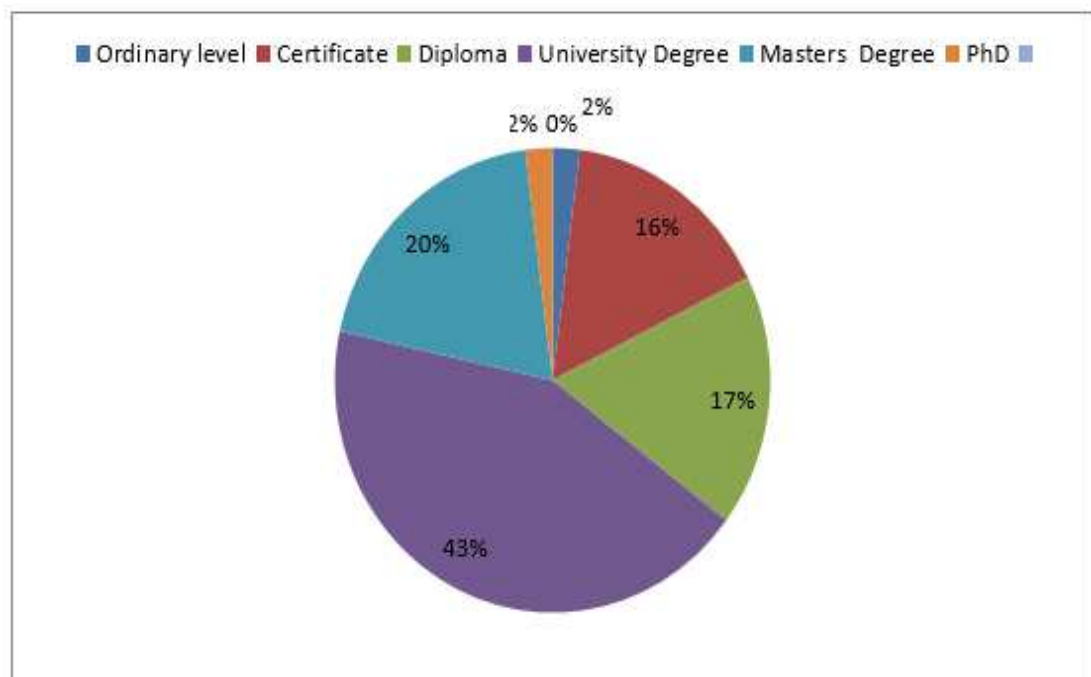
Figure 4.4: Academic Qualifications of the Respondents

Source: Field Data (2014)

4.2.6   Knowledge on the use of OPRAS in Kinondoni Municipal Council

The findings from the respondents showed that 59 % have a little bit knowledge on the use of OPRAS, 33% have adequate knowledge on the use of OPRAS, 6% of the respondents do not have any knowledge at all on the use of OPRAS, 2% of the respondents are not sure whether they have knowledge or not. Interviews with management understandings supported that majority of employees were not aware of OPRAS.
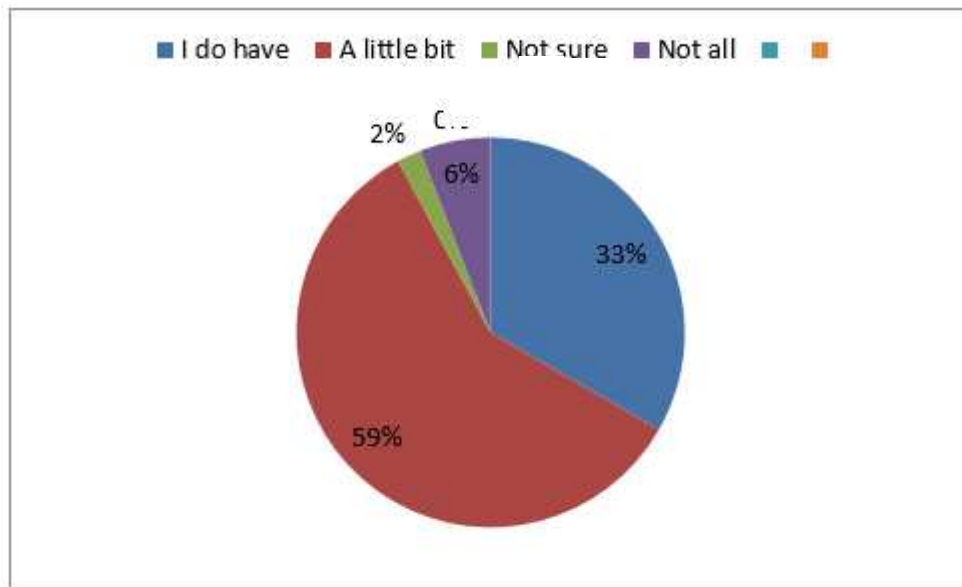
Figure 4.5: Knowledge on the use of OPRAS in Kinondoni Municipal Council
Source: Field Data (2014)

4.2.7 Rate of Implementation of OPRAS at Kinondoni Municipal Council

The findings showed that 55% of the respondents stated that OPRAS is partiallyimplemented at Kinondoni Municipal Council, 35% somehow implemented, 4% fullyimplemented, 4 % poorly implemented and 2 % not implemented at all.
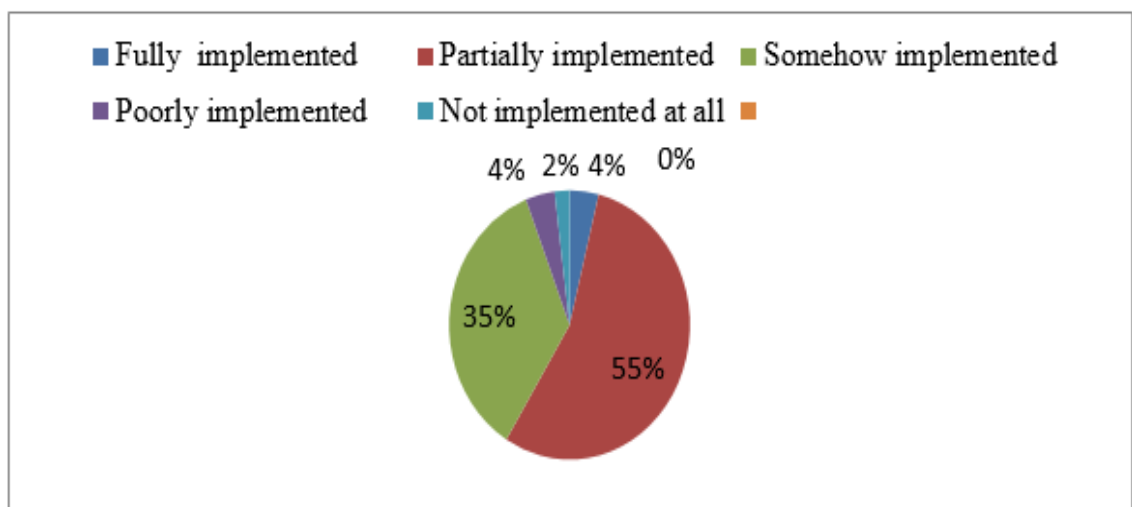
Figure 4.6: Rate of Implementation of OPRAS at Kinondoni Municipal Council
Source: Field Data (2014)

4.2.8   Set Performance Objectives Between Subordinate and Supervisor

The findings indicated that 37% of respondents sat once in a year with a supervisor toset their performance objectives, 24 % sat twice in a year, 8 % three times in a year, 6 %of the respondents are not sure and 26 % never.
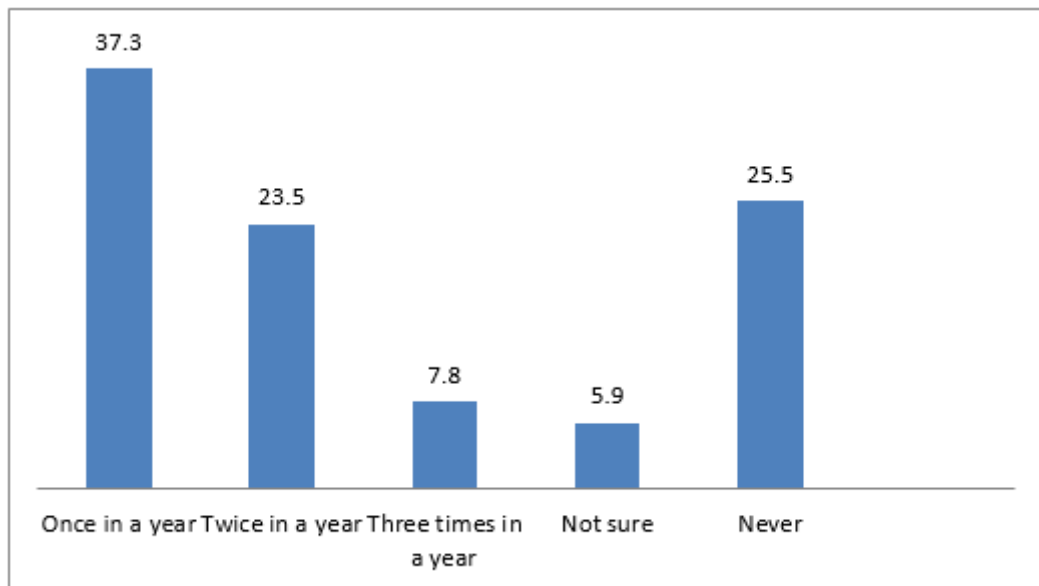
Figure 4.7: How often do you Sit with your Supervisor to Set your Performance Objectives?

Source: Field Data (2014)

The interview response from one Human Resource officer said that she has never sat with the supervisor to set her performance objectives.

> "*I used to convert my job description into my work plan; I did not even know that my work plan has to include the council's strategic plan until recently when I attended OPRAS training and informed by the facilitator*"

4.2.9 Filled OPRAS Form

The findings from respondents indicated that 31% have filled OPRAS form manytimes, 29% of respondents have filled OPRAS form once in a year, 18 % of

therespondents have filled OPRAS form twice in a year, 2% not sure and 20% of therespondents have never filled in OPRAS form in a year.
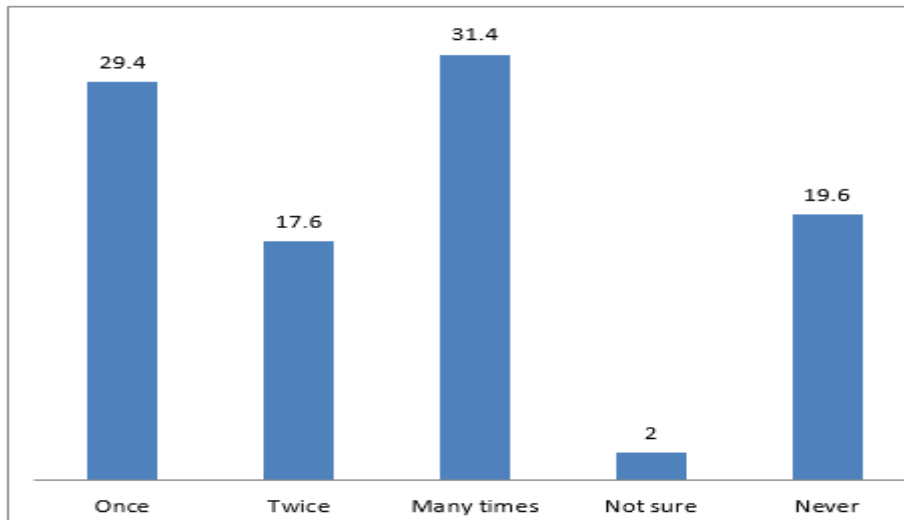
Figure 4.8: Have you Ever Filled in the OPRAS Form?

Source: Field Data (2014)

The interview response from one driver said that

> *"From my experience the supervisors are more concerned whether we have filled the forms and not what is in the forms, because if they paid attention to the contents in the forms they would have realized a long time ago that we copy from each other's forms and it is most likely that if you look in my form and other drivers we have written the same thing even though we belong to different departments"*

4.2.9.1 Giving Performance Feedback after Filling OPRAS form

The findings showed that 65 % of the respondents never received any performance feedback after filling OPRAS form, 22% of respondents received their performance feedback on demand, 10% of respondents received their performance feedback more than one month and 4% of respondents received their performance feedback within a week.
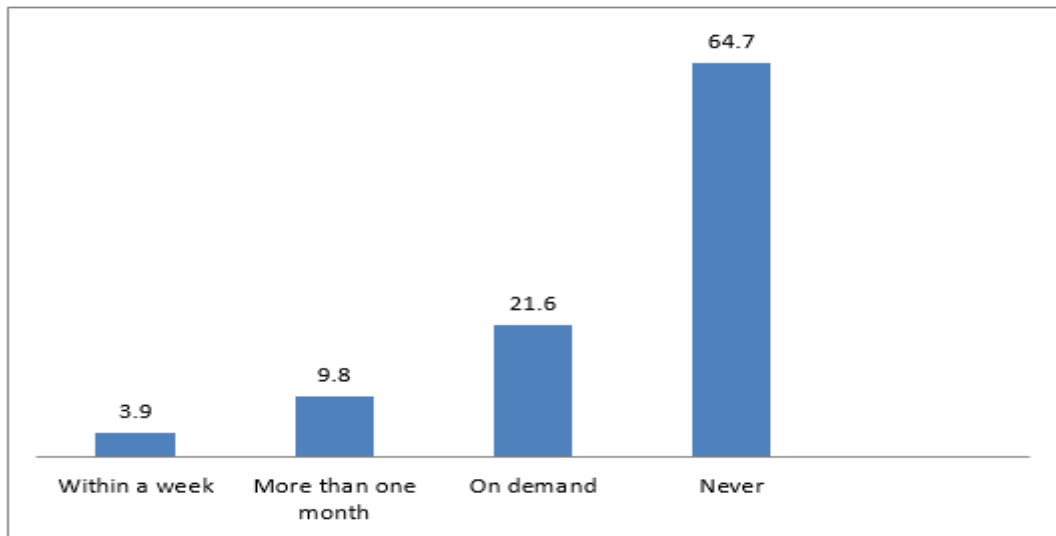
Figure 4.9: How often do you get your Performance Feedback after Filling OPRAS Form?
Source: Field Data (2014)

4.2.9.2 Participation on OPRAS Training Organized by Kinondoni Municipal Council

The findings showed that 78% of respondents did not participate at all on OPRAS training organized by Kinondoni Municipal Council, 14% participated once in a year, 6% participated twice in a year, and 2% participated many times.
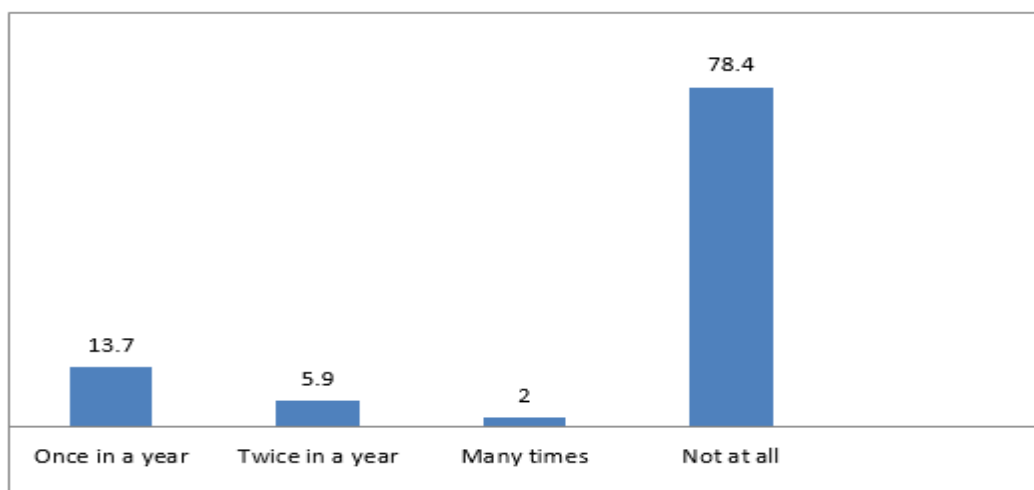
Figure 4.10: How often do you participate on OPRAS Training Organized by Kinondoni Municipal Council?
Source: Field Data (2014)

4.3   Research Findings and Discussion

This section presents the study findings from Kinondoni municipal council, which has been precipitated from self-administered questionnaires and in depth interview. The findings are presented with an attempt to answer the research questions of the study. The research questions that this section seeks to answer are:

(i)   What are the factors hindering implementation of OPRAS in Kinondoni Municipal Council?

(ii)   What are employees' perceptions about OPRAS implementation in Kinondoni Municipal Council?

(iii)   What are the ways to improve the OPRAS implementation in Kinondoni Municipal Council?

4.3.1   Factors Hindering Implementation of OPRAS in Kinondoni Municipal Council
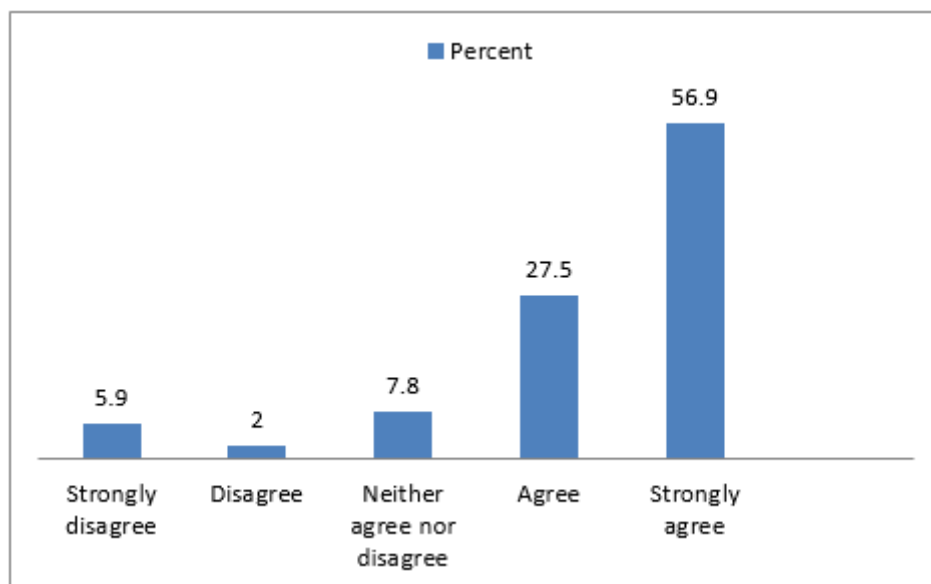
Figure 4.11: Lack of Adequate Knowledge and Expertise on OPRAS
Source: Field Data (2014)

The study findings showed that 57% of respondents strongly agree that lack of knowledge and expertise on OPRAS hinders implementation of OPRAS in LGAs in Tanzania, 28% of the respondents agreed, 8% neither agree nor disagree and 6 % of the respondents strongly disagree.

The study findings are supported by the study of Mlay (2012) who showed that a large number of public servants are not well informed about OPRAS. She said that most of the staff explained that little knowledge they have about OPRAS they did not get it from their supervisor but from their fellow employees and some from their children who are in the Universities or classmates who now have senior posts. Those who have been trained have not been able to deliver the good. As the result acted as the obstacle to the implementation of OPRAS in the whole public service.

Table 4.1: Employees' Non - compliance with OPRAS

	Frequency	Percent	Valid Percent	Cumulative Percent
Strongly disagree	2	3.9	3.9	3.9
Disagree	2	3.9	3.9	7.8
Neither agree nor disagree	5	9.8	9.8	17.6
Agree	20	41.2	41.2	58.8
Strongly agree	21	41.2	41.2	100.0
Total	50	100.0	100.0	

Source: Field Data (2014)

The study findings showed that 41% of respondents strongly agree that employees' non – compliance with OPRAS hinders implementation of OPRAS in LGAs in Tanzania, 41% of the respondents agree, 10% neither agree nor disagree, 4% disagree and 4 % of the respondents strongly disagree.
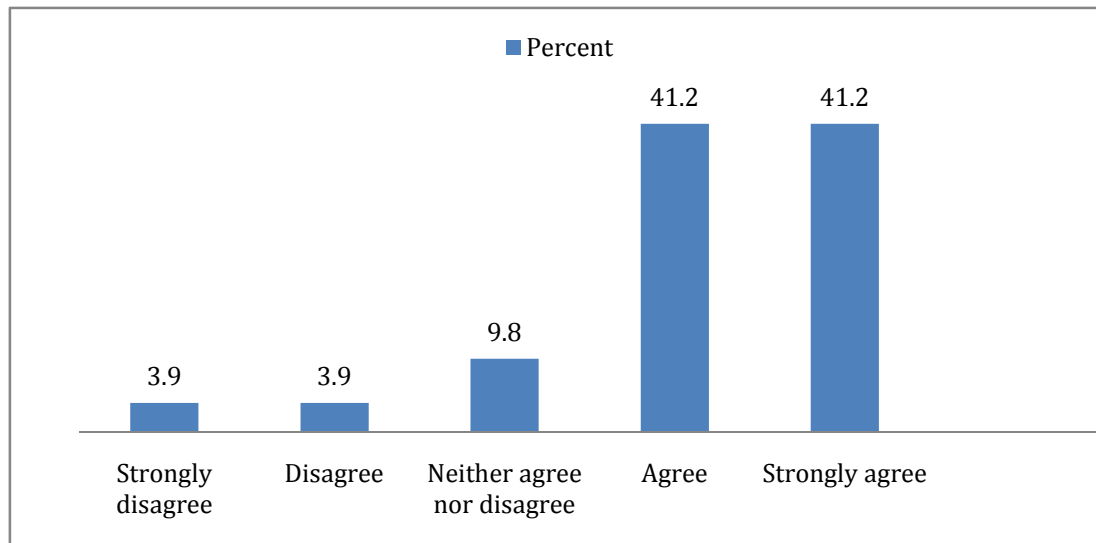
Figure 4.12: Employees' Non-compliance with OPRAS

The study findings are supported by the study of Songstad et al (2012) his study found serious challenges in the implementation of OPRAS and health workers expressed much reluctance in complying with OPRAS, in particular health workers' expressed skepticism towards using numerical targets in terms of number of patients attended as an indicator of performance.

Table 4.2: Lack of Management Support and Commitment on OPRAS implementation

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	5	9.8	9.8	9.8
	Neither agree nor disagree	2	3.9	3.9	13.7
	Agree	15	29.4	29.4	43.1
	Strongly agree	29	56.9	56.9	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)
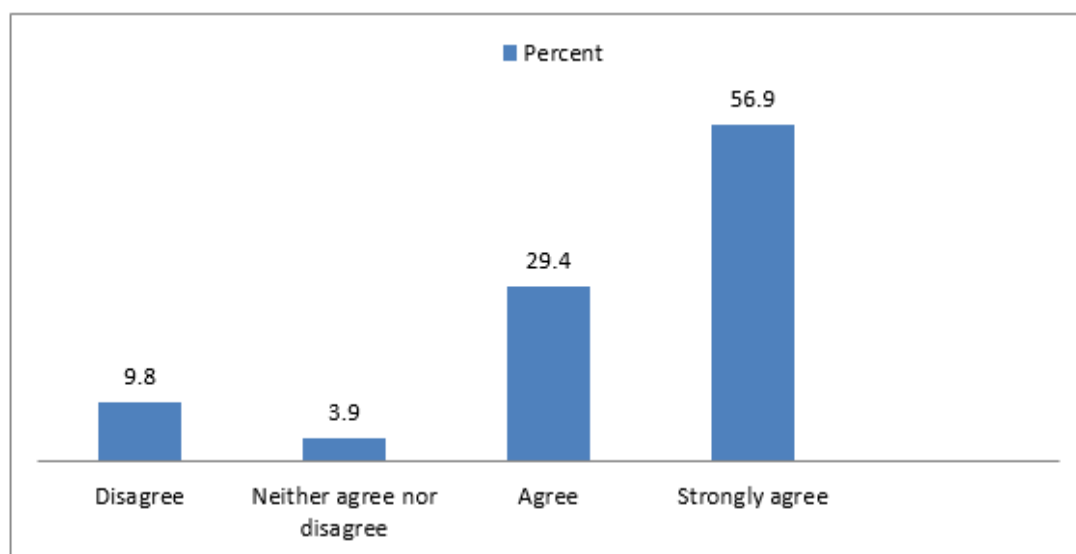
Figure 4.13: Lack of Management Support and Commitment on OPRAS Implementation

Source: Field Data (2014)

The study findings showed that 57% of respondents strongly agree that lack of management support and commitment on OPRAS implementation hinders implementation of OPRAS in LGAs in Tanzania, 29% of the respondents agree, 4% neither agree nor disagree and 10 % disagree

Table 4.3: Lack of Resources Committed on OPRAS Implementation

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	1	2.0	2.0	2.0
	Disagree	3	5.9	5.9	7.8
	Neither agree nor disagree	3	5.9	5.9	13.7
	Agree	16	33.3	33.3	47.1
	Strongly agree	27	52.9	52.9	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

The study findings are supported by the study of Songstad et al and Mlay (2012) their study concur with the researcher findings, and they argued that lack of commitment from the implementers lead to poor implementation of OPRAS in LGAs in Tanzania. The management did not take implementation of OPRAS as a serious activity like any other activities.
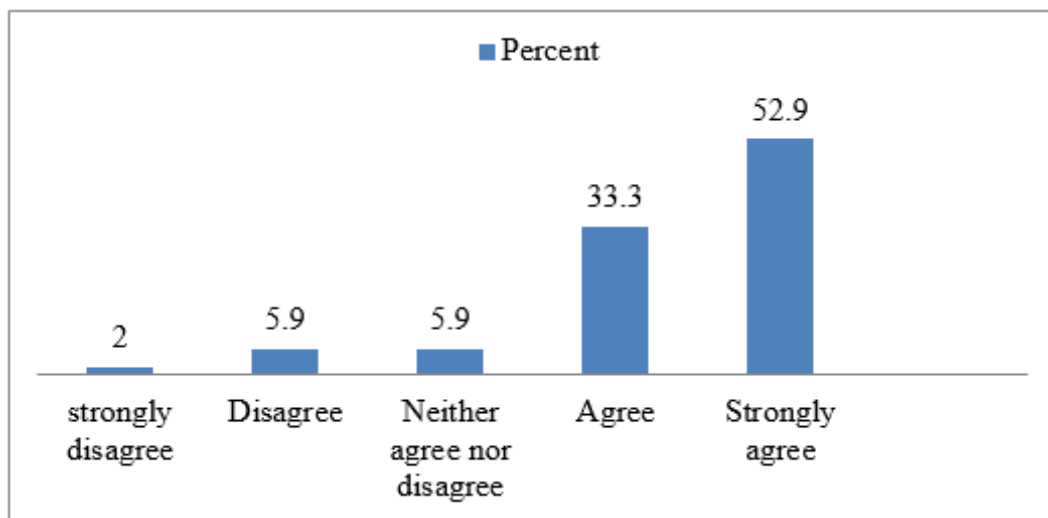
Figure 4.14: Lack of Resources Committed on OPRAS Implementation
Source: Field Data (2014)

The study findings showed that 53% of respondents strongly agree that lack of resources committed on OPRAS implementation hinders implementation of OPRAS in LGAs in Tanzania, 33% of the respondents agree, 6% neither agree nor disagree, 6 % disagree and 2% strongly disagree.

The study findings are supported by the study of Songstad et al (2012) they argued that budgetary constraints and poor prioritization was another factor which makes OPRAS implementation fail in Tanzania. The state of available resources in implementation of OPRAS in Tanzania was less convincing to be sufficient. It is obvious that, resources were needed to support organization and employees

objectives set due to this the most managers and employees failed to achieve their expected outcome as agreed, hence poor performance. A recurring argument was that the shortage of resources at workplace made it very difficult for health workers to reach their targets.

Table 4.4: There is Pervasive Culture of Working by Tradition

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	7	13.7	13.7	13.7
	Neither agree nor disagree	4	7.8	7.8	21.6
	Agree	18	37.3	37.3	58.8
	Strongly agree	21	41.2	41.2	100.0
	Total		**100.0**	**100.0**	

Source: Field Data (2014)
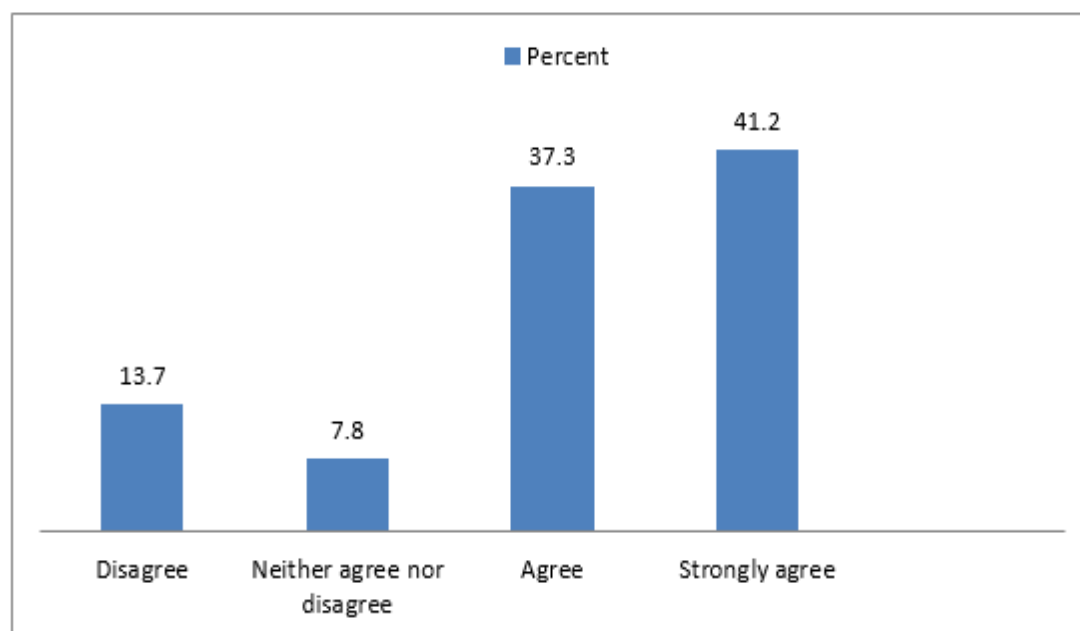
Figure 4.15: There is Pervasive Culture of Working by Tradition
Source: Field Data (2014)

Furthermore, the study findings are supported by the study of Mlay (2012) who argued that delays in financial disbursement to local government authorities, government departments and agencies affect timely delivery of service to the citizens. It also disrupts individual employee performance. In this situation, OPRAS is not well implemented.

The study findings showed that 41% of respondents strongly agree that there is pervasive culture of working by tradition which hinders implementation of OPRAS in LGAs in Tanzania, 37% of the respondents agree, 8% neither agree nor disagree, 14% disagree The study findings are supported by the study of Songstad et al (2012) they argued that:

Table 4.5: Lack of Appropriate Policy on OPRAS

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	1	2.0	2.0	2.0
	Disagree	4	7.8	7.8	9.8
	Neither agree nor disagree	4	7.8	7.8	17.6
	Agree	51	31.4	31.4	49.0
	Strongly agree	26	51.0	51.0	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

The study findings showed that 51% of respondents strongly agree that lack of appropriate policy on OPRAS hinders implementation of OPRAS in LGAs in Tanzania, 31% of the respondents agree, 8% neither agree nor disagree, 8% disagree and 2% strongly disagree.
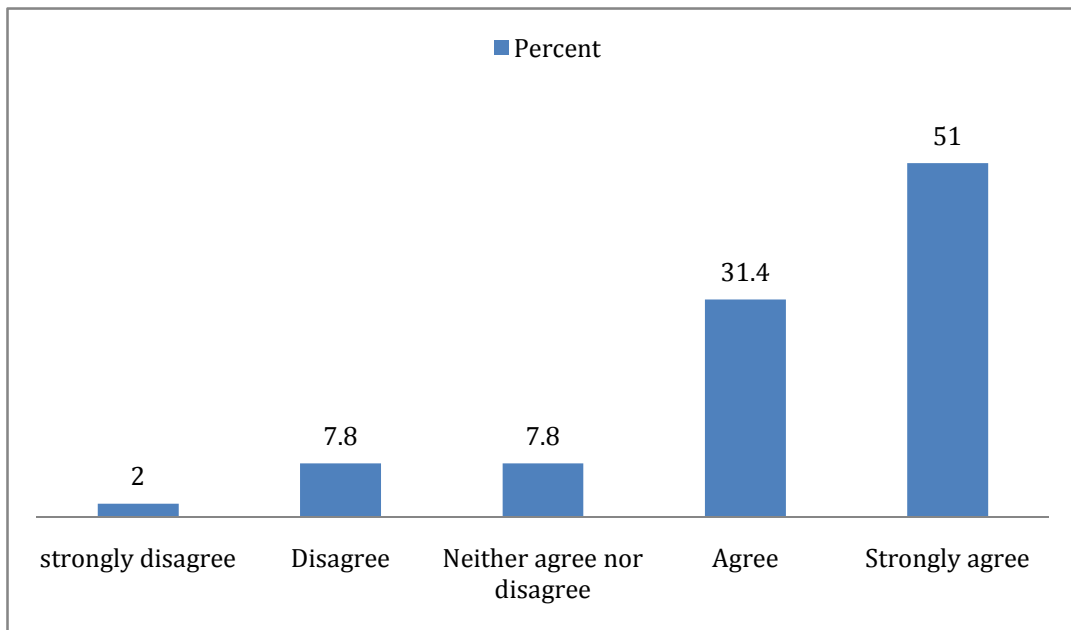
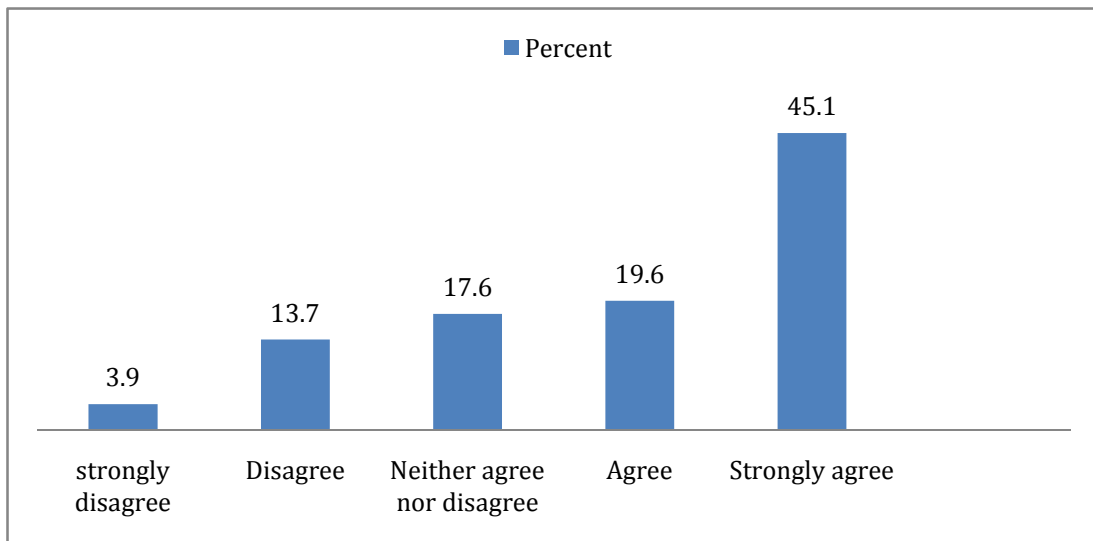**Figure 4.16: Lack of Appropriate Policy on OPRAS**

Source: Field Data (2014)

The study findings are supported by the study of Massawe (2009) he argued that implementation of OPRAS is not effective and not well implemented because there is no clear policy which give direction and emphasize on OPRAS implementation.

Table 4.6: Political Interference

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	2	3.9	3.9	3.9
	Disagree	7	13.7	13.7	17.6
	Neither agree nor disagree	9	17.6	17.6	35.3
	Agree	9	19.6	19.6	54.9
	Strongly agree	23	45.1	45.1	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

Figure 4.17: Lack of Appropriate Policy on OPRAS
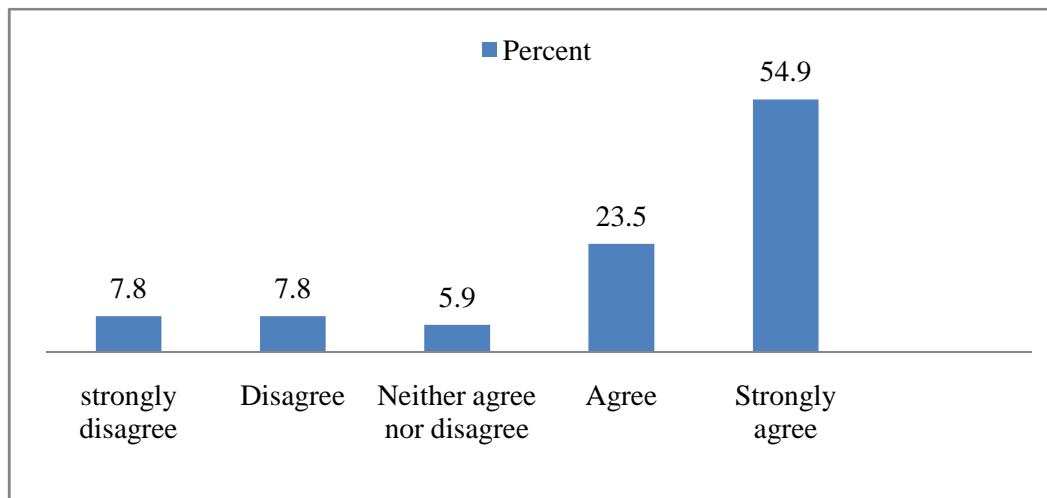
Source: Field Data (2014)

The study findings showed that 45% of respondents strongly agree that political interference hinders implementation of OPRAS in LGAs in Tanzania, 20% of the respondents agree, 18% neither agree nor disagree, 14% disagree and 4% strongly disagree. The study findings are supported by the study of Songstad et al (2012) which revealed that interferences were from the central government and politician which instituted their own directives on implementation of OPRAS.

Table 4.7: Lack of feedback on Employee's Performance

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	4	7.8	7.8	7.8
	Disagree	4	7.8	7.8	15.7
	Neither agree nor disagree	3	5.9	5.9	21.6
	Agree	11	23.5	23.5	45.1
	Strongly agree	28	54.9	54.9	100.0

Source: Field Data (2014)

Figure 4.18:Lack of Feedback on Employee's Performance
Source: Field Data (2014)

The study findings showed that 55% of respondents strongly agree that lack of feedback on employee's performance hinders implementation of OPRAS in LGAs in Tanzania, 24% of the respondents agree, 6% neither agree nor disagree, 8% disagree and 8% strongly disagree. The interview response from one Record management assistant said OPRAS is intended to evaluate performance and to provide feedback to the employee. In practice, however, OPRAS appeared not be used for providing feedback:

> *"We would request that feedback is given to us, because it is a difficult process to fill in the OPRAS form. You do this work and you don't get any feedback. It becomes tiresome and meaningless, wasting our time and effort almost for nothing, feedback is very much needed".*

The study findings are supported by the study of Songstad et al (2012) they argued that the poor implementation of the feedback mechanism and health workers' experience of not seeing any tangible benefits of OPRAS. Health workers claimed

that they did not receive regular feedback on the work they performed. They further argued that OPRAS was intended to evaluate performance and to provide feedback to the employee, but in practice, OPRAS appeared not be used for providing feedback on employee's performance.

Table 4.8: OPRAS is not Linked to Rewards or Sanctions

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	1	2.0	2.0	2.0
	Disagree	3	5.9	5.9	7.8
	Neither agree nor disagree	3	5.9	5.9	13.7
	Agree	17	35.3	35.3	49.0
	Strongly agree	26	51.0	51.0	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)
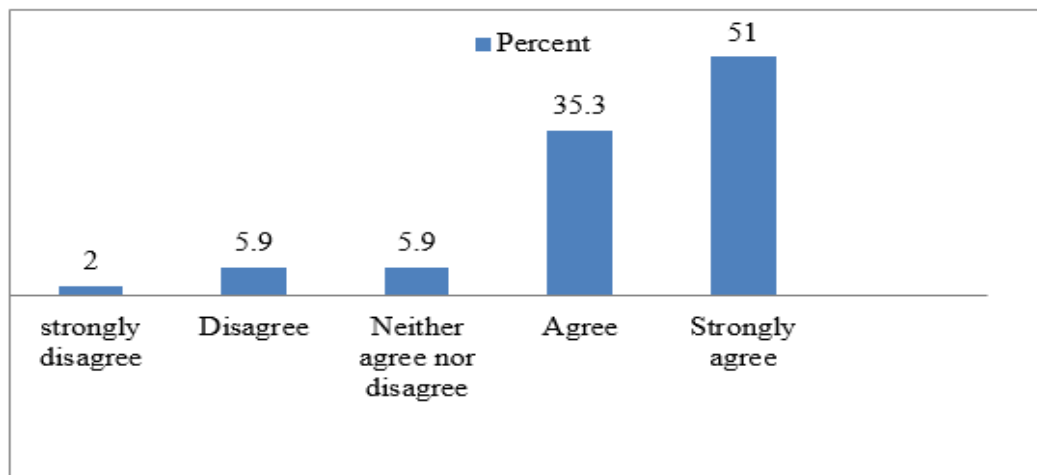
Figure 4.19: OPRAS is not Linked to Rewards or Sanctions
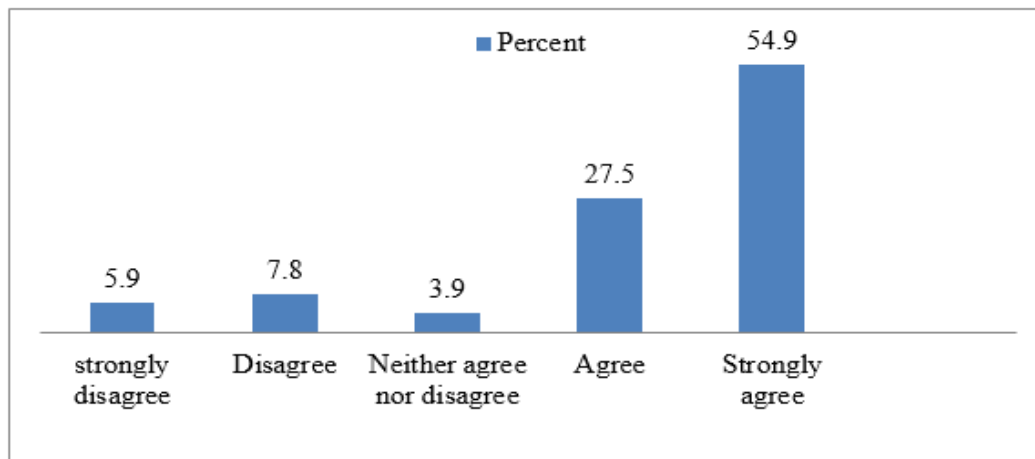Source: Field Data (2014)

The study findings showed that 51% of respondents strongly agree that OPRAS is not linked to rewards and sanctions, this hinders implementation of OPRAS in LGAs in Tanzania, 35% of the respondents agree, 6% neither agree nor disagree, 6%

disagree and 2% strongly disagree. The study findings are supported by the study of Mlay (2012) which revealed that decisions such as promotions, transfers, best performing employee of the year and even training opportunities are not based on the performance evaluation feedback but mostly on seniority and personal relations.

Table 4.9: Performance Target are Vague or too Easy to Meet

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	3	5.9	5.9	5.9
	Disagree	4	7.8	7.8	13.7
	Neither agree nor disagree	2	3.9	3.9	17.6
	Agree	13	27.5	27.5	45.1
	Strongly agree	28	54.9	54.9	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

Figure 4.20: OPRAS is not Linked to Rewards or Sanctions
Source: Field Data (2014)

The study findings showed that 55% of respondents strongly agree that performance targets are vague or too easy to meet, this hinders implementation of OPRAS in LGAs in Tanzania, 28% of the respondents agree that performance targets are vague or too

easy to meet, 4% of the respondents neither agree nor disagree, 8% disagree and 6% strongly disagree.

The study findings are supported by the study of Mlay (2012) argued that the weakness of OPRAS is that you find that an employee has a job description in which its target cannot be measured or evaluated.

4.3.2 Findings on Employees' Perceptions about OPRAS Implementation in Kinondoni Municipal council

Table 4.10: OPRAS has Facilitated my Promotion and Rewards

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	23	47.1	47.1	47.1
	Disagree	10	19.6	19.6	66.7
	Neither agree nor disagree	6	11.8	11.8	78.4
	Agree	8	15.7	15.7	94.1
	Strongly agree	3	5.9	5.9	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

The study findings showed that 6% of respondents strongly agree that OPRAS has facilitated their promotion and rewards, in LGAs in Tanzania, 16% of the respondents agree, 12% neither agree or disagree 19% disagree and 47% strongly disagree. Therefore the views of majority of respondents are that OPRAS results are not used for promotion and rewards.
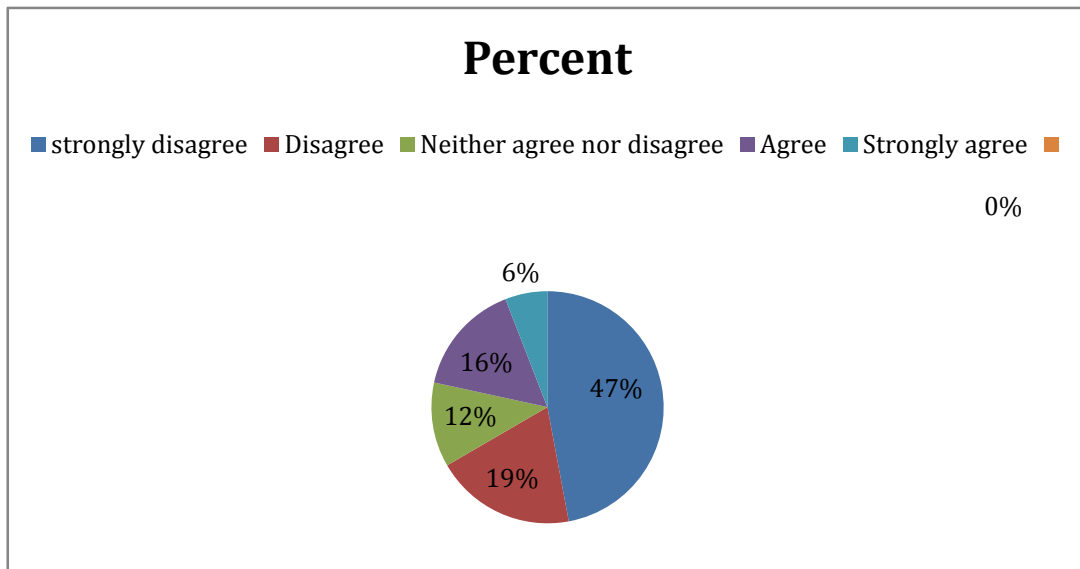
Figure 4.21: OPRAS has Facilitated my Promotion and Rewards
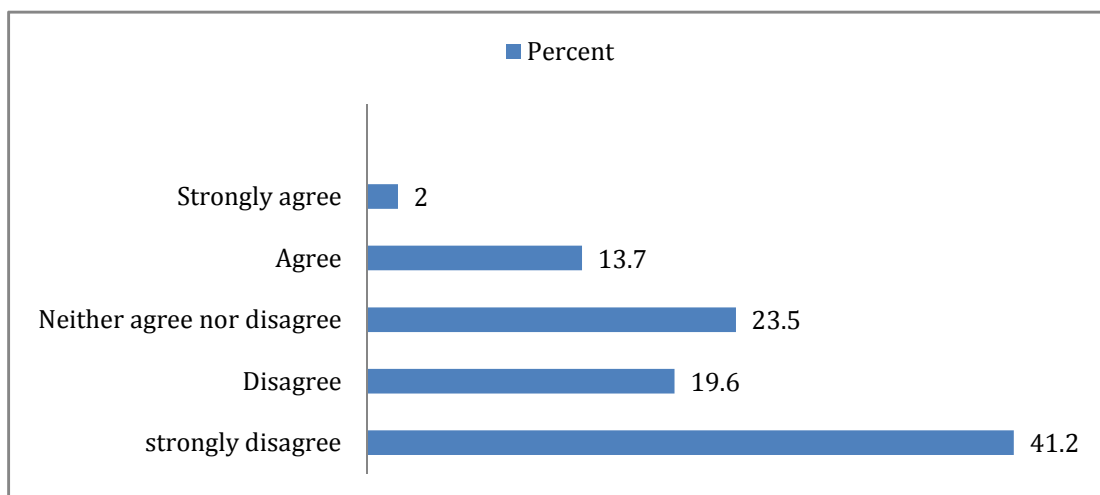Source: Field Data (2014)

The interview response from one Human resource officer said OPRAS is an external and foreign exercise that is implemented due to failure in traditional appraisal systems in Tanzania and mostly pressurized by the development partners. The interviews on this aspect actually came from higher ranking officer and the general perception is passive. In other words OPRAS does not have adequate number of believers. The interview response from one Head of department summarizes the perception

> "OPRAS was just brought to us, we have no choice but to follow it, because
> if you don't you get into trouble, just think of all these papers and then think
> of meeting all employees for appraisal meeting, don't you see it is
> impossible. Who can be able to set objectives without knowing whether the
> funds will come, we have no resources, what we plan is not what we do; we
> operate on fire brigade mechanisms. Implementation of OPRAS is wastage
> of time and resource".

Table 4.11: OPRAS has helped me to Improve my Communication and
Relationship with my Supervisor

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	21	41.2	41.2	41.2
	Disagree	10	19.6	19.6	60.8
	Neither agree nor disagree	11	23.5	23.5	84.3
	Agree	7	13.7	13.7	98.0
	Strongly agree	1	2.0	2.0	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

Figure 4.22: OPRAS has helped me to Improve my Communication and
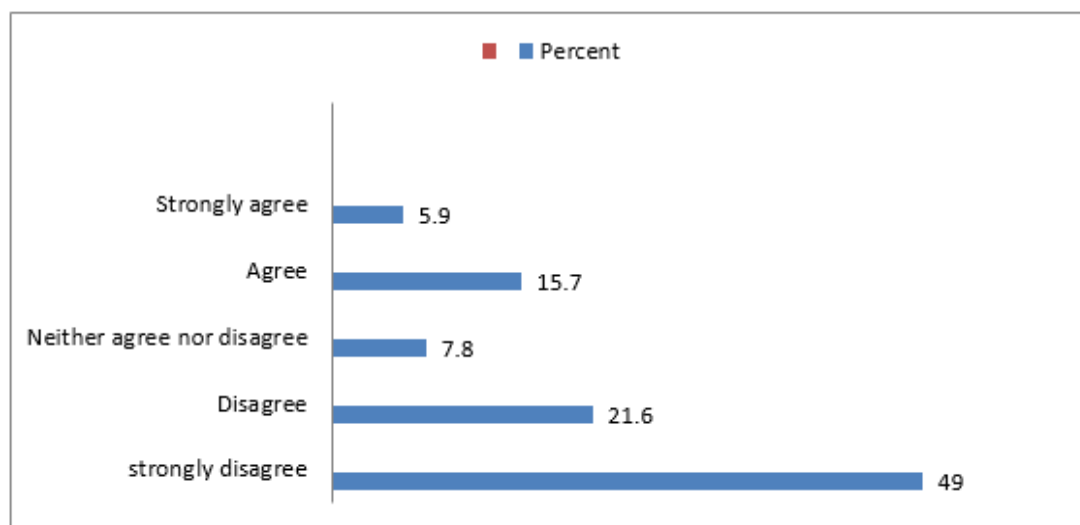**Relationship with my Supervisor**

Source: Field Data (2014)

The study findings showed that 2% of respondents strongly agree that OPRAS has facilitated their promotion and rewards, in LGAs in Tanzania, 14% of the respondents agree, 24% neither agree or disagree 20% disagree and 41% strongly disagree. Therefore the views of majority of respondents are that OPRAS has not

helped Kinondoni Municipal workers to improve their communication and relationship with their supervisor.

Table 4.12: OPRAS has Facilitated me to get my Work Performance Feedback

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	25	49.0	49.0	49.0
	Disagree	11	21.6	21.6	70.6
	Neither agree nor disagree	4	7.8	7.8	78.4
	Agree	8	15.7	15.7	94.1
	Strongly agree	3	5.9	5.9	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

Figure 4.23: OPRAS has Facilitated me to get my Work Performance Feedback
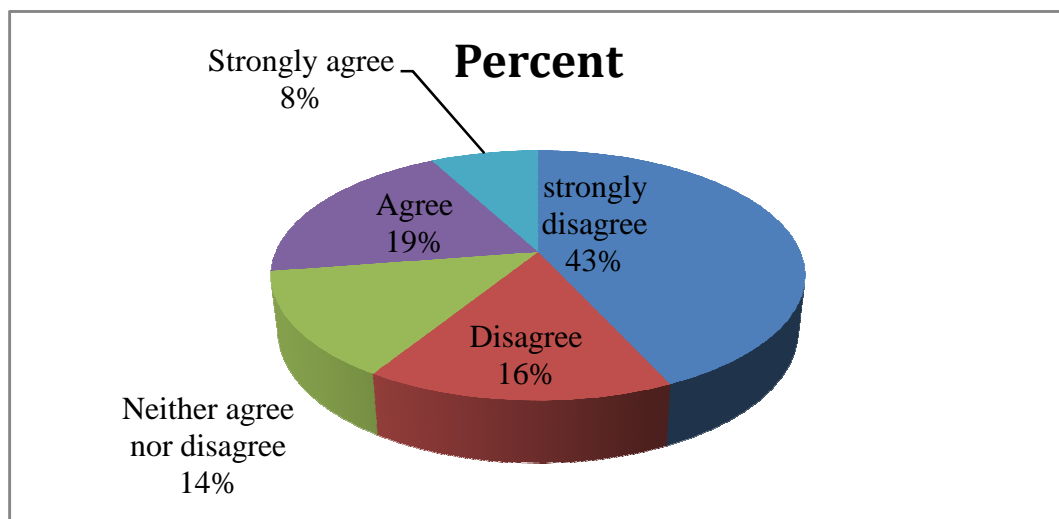Source: Field Data (2014)

The study findings showed that 6% of respondents strongly agree that OPRAS has facilitated employee's to get their work performance feedback, in LGAs in Tanzania, 16% of the respondents agree, 9% neither agree or disagree 22% disagree and 49% of respondents strongly disagree. Therefore the views of majority of respondents are

that OPRAS has not facilitated Kinondoni Municipal workers to get their work performance feedback.

Table 4.13: OPRAS has Made me to Set my Performance Objectives in Consultation with my Supervisor

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	22	43.1	43.1	43.1
	Disagree	8	15.7	15.7	58.8
	Neither agree nor disagree	7	13.7	13.7	72.5
	Agree	9	19.6	19.6	92.2
	Strongly agree	4	7.8	7.8	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

Figure 4.24: OPRAS has Made me to Set my Performance Objectives in Consultation with my Supervisor

Source: Field Data (2014)

The study findings showed that 8% of respondents strongly agree that OPRAS has made possible for employee's to set their performance objectives in consultation with their supervisor, in LGAs in Tanzania, 19% of the respondents agree, 14% neither agree or disagree 16% disagree and 43% of respondents strongly disagree.

Therefore the views of majority of respondents are that OPRAS has not made employees of Kinondoni Municipal council to set their performance objectives in consultation with their supervisor.

Table 4.14: OPRAS has helped my Work Performance to be Evaluated and Measured Fairly

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	20	39.2	39.2	39.2
	Disagree	7	13.7	13.7	52.9
	Neither agree nor disagree	10	19.6	19.6	72.5
	Agree	12	23.5	23.5	96.1
	Strongly agree	2	3.9	3.9	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

Figure 4.25: OPRAS has helped my Work Performance to be Evaluated and Measured Fairly
Source: Field Data (2014)

The study findings showed that 23% of respondents strongly agree that OPRAS has made their work performance to be evaluated and measured fairly, in LGAs in Tanzania, 19% of the respondents agree, 20% neither agree or disagree 14% disagree and 39% of respondents strongly disagree. Therefore the views of majority of
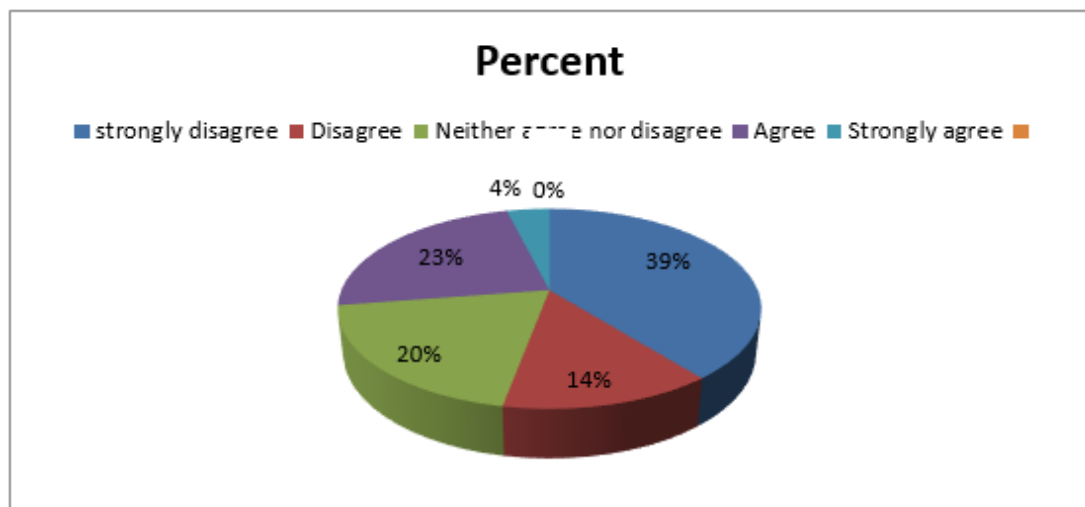
respondents are that OPRAS has not helped employee's work performance to be evaluated and measured fairly.

Table 4.15: OPRAS has helped me to improve my Work Performance and Service Delivery

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	22	43.1	43.1	43.1
	Disagree	8	15.7	15.7	58.8
	Neither agree nor disagree	5	9.8	9.8	68.6
	Agree	9	19.6	19.6	88.2
	Strongly agree	6	11.8	11.8	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)
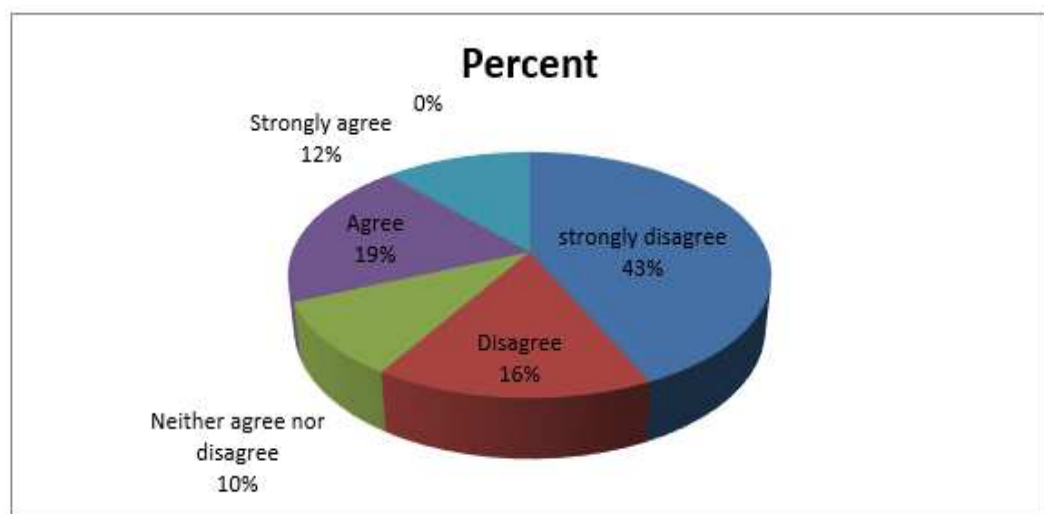
Figure 4.26: OPRAS has helped me to improve my Work Performance and Service Delivery

Source: Field Data (2014)

The study findings showed that 12% of respondents strongly agree that OPRAS has helped them to improve their work performance and service delivery, in LGAs in Tanzania, 19% of the respondents agree, 10% neither agree or disagree 14% disagree and 43% of respondents strongly disagree. Therefore the views of majority of

respondents are that OPRAS has not helped employee's to improve their work performance and service delivery.

Table 4.16: OPRAS has helped me to Identify my Strengths and Weakness on Work Performance

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	26	51.0	51.0	51.0
	Disagree	4	7.8	7.8	58.8
	Neither agree nor disagree	4	7.8	7.8	66.7
	Agree	13	27.5	27.5	94.1
	Strongly agree	3	5.9	5.9	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)
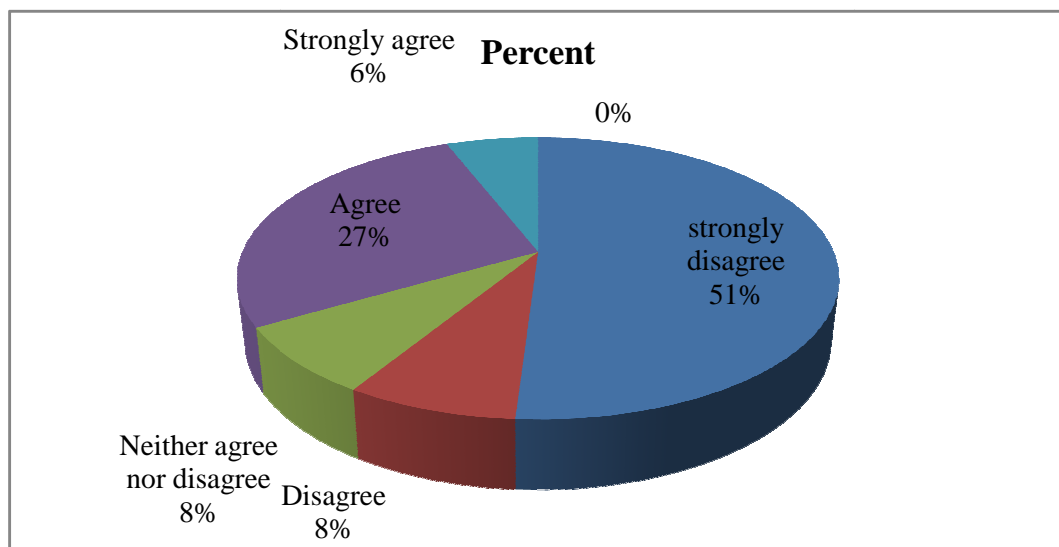
Figure 4.27: OPRAS has helped me to Identify my Strengths and Weakness on Work Performance
Source: Field Data (2014)

The study findings showed that 6% of respondents strongly agree that OPRAS has helped them to identify their strengths and weakness on work performance, in LGAs in Tanzania, 27% of the respondents agree, 8% neither agree nor disagree 8%

disagree and 51% of respondents strongly disagree. Therefore the views of majority of respondents showed that OPRAS has not helped employees to identify their strengths and weakness on work performance.

4.3.3 Findings on ways to improve the Implementation of OPRAS in LGAs in Tanzania

Table 4.17: Training on OPRAs

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	2	3.9	3.9	3.9
	Disagree	2	3.9	3.9	7.8
	Agree	9	17.6	17.6	25.5
	Strongly agree	38	74.5	74.5	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

The study findings showed that 75% of respondents strongly agree that training on OPRAS can be the better way to improve OPRAS and make it more friendly and implementable, in LGAs in Tanzania, 18% of the respondents agree, 4% disagree and 4% strongly disagree.

The head of human resource and administration department explained,

> "*I can honestly* say *we are not fully competent in this new system of appraising employees because still some of us struggle to understand the key issues, and if the government aimed to train us we can be competent or just aware of the system because there are so many other things which are not clear. As for me I need more training*"

Table 4.18: Allocation of Resources for OPRAS Implementation

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	1	2.0	2.0	2.0
	Agree	14	29.4	29.4	31.4
	Strongly agree	35	68.6	68.6	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

The study findings showed that 69% of respondents strongly agree that allocation of resources can help to improve OPRAS implementation and make it more friendly and implementable, in LGAs in Tanzania, 24% of the respondents agree, 2% disagree.

Table 4.19: Management Support and Commitment

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Neither agree nor disagree	3	5.9	5.9	5.9
	Agree	11	23.5	23.5	29.4
	Strongly agree	36	70.6	70.6	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

The study findings showed that 70% of respondents strongly agree that management support and commitment can help to improve OPRAS implementation and make it more friendly and implementable, in LGAs in Tanzania, 24% of the respondents agree, 3% neither agree nor disagree.

Table 4.20: Linking OPRAS Performance Results with Promotion, Salary Increment, Transfer, Incentives, Awards and Sanctions

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	1	2.0	2.0	2.0
	Disagree	1	2.0	2.0	3.9
	Neither agree nor disagree	2	3.9	3.9	7.8
	Agree	10	21.6	21.6	29.4
	Strongly agree	36	70.6	70.6	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

The study findings showed that 71% of respondents strongly agree that linking OPRAS performance results with promotion, salary increment, transfer, incentives, rewards and sanctions can help to improve OPRAS implementation and make it more friendly and implementable, in LGAs in Tanzania, 22% of the respondents agree, 4% neither agree nor disagree, 2% disagree and 2% strongly disagree.

Table 4.21: Provide Regular Feedback on Employee's Performance

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	2	3.9	3.9	3.9
	Neither agree nor disagree	1	2.0	2.0	5.9
	Agree	9	19.6	19.6	25.5
	Strongly agree	38	74.5	74.5	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

The study findings showed that 75% of respondents strongly agree that providing regular feedback on employee's performance can help to improve OPRAS

implementation and make it more friendly and implementable, in LGAs in Tanzania, 20% of the respondents agree, 2% neither agree nor disagree and 4% strongly disagree.

Table 4.22: Employees' Ownership of the System

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	1	2.0	2.0	2.0
	Neither agree nor disagree	3	5.9	6.0	8.0
	Agree	21	41.2	42.0	50.0
	Strongly agree	25	49.0	50.0	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

The study findings showed that 49% of respondents strongly agree that employees' ownership of the system can help to improve OPRAS implementation and make it more friendly and implementable, in LGAs in Tanzania, 41% of the respondents agree, 6% neither agree nor disagree and 2% strongly disagree.

Table 4.23: Supportive Policies and Legal Framework

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	1	2.0	2.0	2.0
	Neither agree nor disagree	2	3.9	3.9	5.9
	Agree	14	29.4	29.4	35.3
	Strongly agree	33	64.7	64.7	100.0
	Total	**50**	**100.0**	**100.0**	

Source: Field Data (2014)

The study findings showed that 65% of respondents strongly agree that supportive policies and legal framework can improve OPRAS implementation and make it more friendly and implementable, in LGAs in Tanzania, 29% of the respondents agree, 4% neither agree nor disagree and 2% disagree.

Table 4.24: Set Clear Performance Targets which are Measurable

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	strongly disagree	1	2.0	2.0	2.0
	Disagree	1	2.0	2.0	3.9
	Neither agree nor disagree	1	2.0	2.0	5.9
	Agree	10	21.6	21.6	27.5
	Strongly agree	37	72.5	72.5	100.0
	Total	50	100.0	100.0	

Source: Field Data (2014)

The study findings showed that 73% of respondents strongly agree that setting clear performance targets which are measurable can help to improve OPRAS implementation and make it more friendly and implementable, in LGAs in Tanzania, 22% of the respondents agree, 2% disagree, 2% neither agree nor disagree and 2% strongly disagree.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1   Introduction

This chapter aims at summarizing the findings of the study. It briefly highlights the statement of the problem, the main objective of the study, the specific objectives of the study and the major highlights of the literature review. The methodology that was employed, the conclusions, recommendations and proposed areas for further research.

5.2   Summary

This study set out to investigate on factors which hinder implementation of open performance review and appraisal system in Local Government Authorities in Tanzania special attention given to Kinondoni municipal council. The Government of Tanzania has adopted open performance review and appraisal system (OPRAS) in the central and local government which were evaluated and it was found that it is not well implemented.

The study findings indicate that majority of respondents did not have sufficient knowledge on the use of open performance review and appraisal system in Kinondoni municipal council.Furthermore, the study findings revealed that there were a number of factors which hinders implementation of OPRAS in LGAs in Tanzania, especially in Kinondoni municipal council. These includes; inadequate knowledge and expertise on the use of OPRAS, non – compliance with OPRAS system, lack of management support and commitment on OPRAS implementation,

lack of appropriate policy on OPRAS, political interference, pervasive culture of working by tradition, lack of feedback given on employee's performance, OPRAS is not linked to rewards or sanctions and performance targets are vague or too easy to meet.The study has confirmed that OPRAS is not well implemented in LGAs in Tanzania due to the above mentioned factors.

Moreover, respondents gave their views on the better ways to improve OPRAS and make it more friendly and implementable. These include; training on OPRAS this can either being attending training outside the workplace or in –house training which can be facilitated by senior managers who have been trained on the use of OPRAS, allocation of resources for OPRAS implementation, management support and commitment, linking OPRAS performance results with promotion, salary increment, transfer, incentives, rewards and sanctions, provide regular feedback on employee's performance, ownership of the system by employees, supportive policies and legal framework as well as setting clear performance targets which are measurable.

5.3   Conclusions

One may conclude by saying that despite the Government efforts to introduce OPRAS it has not been in a position to develop a real and effective Open Performance Appraisal System. The findings of this study indicate that OPRAS does not work as intended due to lack of knowledge and expertise of the implementers, the poor implementation of the feedback mechanism and LGAs' workers experience of not seeing any tangible benefits of OPRAS and poor modalities of setting individual goals and measuring performance. It is true to say that an effective Open Performance Review and Appraisal System demands a thoroughly reform process

which can only be achieved by a paradigm shift in organization culture and mindset which would be supported by both senior management and political heads with the collaboration of the all potential stakeholders.

Therefore, there is need for the Government of Tanzania through the coordinating Ministry, to prepare physical and human resource with expertise in Human Resource Management and wide experience preferably in the field Performance Management to enable it to pro act and respond positively into the needs of organizations. Furthermore, there are some pre –requisites for effective implementation of OPRAS that have not been fully met under the current implementation environment.

It is virtually impossible to implement the current employee performance appraisal system if these pre – requisites are not met. The first pre – requisite is the institutionalization of work planning at the individual level. The second pre – requisite is institutionalization of an activity based budgeting and activity based financial accounting and management systems that ensure approved funds are safeguards at the individual level. In this way staffs continue to plan and manage their own operations and budget during implementation.

5.4   Recommendations

Based on the findings of this study, the researcher makes the following recommendations:

(i)   There is a need to enhance OPRAS training to both management and subordinate

(ii)   The use of OPRAS information on selection of the best performers who are normally rewarded during worker's day. The current system recognizes the

best performers by votes. OPRAS should be used as the only tool to measure performance.

(iii)   There is a need for allocating sufficient resources for OPRAS implementation

(iv)   There is a need of linking OPRAS performance results with promotion, salary increment, transfer, incentives, rewards and sanctions

(v)   Provide regular feedback on employee's performance

(vi)   Employees' ownership of the system

(vii) There is a need to ensure policy makers formulate supportive policies which will enhance effective OPRAS implementation in LGAs in Tanzania.

5.4   Implications of the Study Findings

From the findings, poor implementation of OPRAS is the manifestation of unsuitability of OPRAS to Tanzanian culture and environment setting. This implies that the introduction of OPRAS included the exact content as that of the western countries without any consideration on the consequence due to differences in culture, economy, and political differences as well as settings of two societies. The implication is that OPRAS is not well-matched to the Tanzanian culture hence the need to mold the reform so as to make it appropriate and well-suited for it to fit to the culture of Tanzanian.

Regarding financial resources, the findings show that Kinondoni municipal council had inadequate resources to fund the effective implementation of OPRAS. It was learned due to overlapping implementation of reforms the council had to distribute their revenues to cover expenses of implementing multiple reforms and policies at

the same time hence fewer funds per reforms or no funds at all for some reforms due to the priorities being given to other matters such as salaries, allowances and road constructions. Owing to this the council had not been able to train well the appraisers and the junior staff. But in the beginning when OPRAS was introduced it was funded by the World Bank in which there was reliable finances to support OPRAS and its when most of heads of department were trained. This implies that adequate financial resources render continuity and determination in the implementation of OPRAS.

5.5   Limitationof the Study and Suggestionsfor Future Research

Generalization is a challenge to all researchers who employ a qualitative method of research. This study is no exception, as it is a qualitative research with limited geographical area, which covered only one local government authority in Tanzania, out of 116 local government authorities. Despite the limitations the study has brought some insight on the factors hindering the implementation of OPRAS in LGAs in Tanzania.

It is suggested that further empirical research can be undertaken focusing on the following:

(i)   This study covered only one local government authority in Tanzania, the similar research should be conducted in other local government authorities across the country so as to get more insight into the factors hindering effective implementation of OPRAS in local government authorities in Tanzania.

(ii)   The researcher also recommended that other research could be conducted on what extent OPRAS has been implemented in the LGAs in Tanzania.

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APPENDICES

Appendix I: Research questionnaires

Dear Respondent;

My name is Donasian Mbonea, a student at Open University of Tanzania pursuing Master of Human Resources Management. I am currently doing a research titled **"Evaluating factors hindering implementation of open performance review and appraisal system (OPRAS) in local government authorities in Tanzania"**.

Please, I would like to request you to kindly spare some time to fill up this questionnaire

1. Your gender
    (a) Male ☐ (b) Female ☐

2. Your age
    (a) 21 – 30 ☐   (b) 31 – 40 ☐   (c) 41 – 50 ☐ (d) 51 and above ☐

3. Designation level of the respondents
    (a)Head of Department ☐   (b) Senior Manager ☐ Supervisor   ☐

    (d) Junior staff ☐   (e) any other (specify) _____

4. Academic qualifications
    (a)Ordinary level ☐   (b) Advanced level ☐   (c) Certificate ☐
    (d) Diploma ☐   (e) University degree ☐ (f) Master's degree ☐
    (g) PhD ☐   (h) any other (Specify)_____

5. Do you have any knowledge on the use of OPRAS
    I do have ☐ a little bit ☐ not sure ☐ not important ☐ not at all ☐

6. How do you rate the implementation of OPRAS in your organization?
    Fully implemented ☐   partially implemented ☐   somehow implemented ☐
    Poorly implemented ☐   not implemented at all ☐

7. How often do you sit with your supervisor to set your performance objectives
    Once in a year ☐ twice in a year ☐ three times in a year ☐   not sure ☐
    never ☐

8. Have you ever filled in the OPRAS form?
    Once ☐ twice ☐ many times ☐ not sure ☐ never ☐

9. How often do you get your performance feedback after filling OPRAS form

Within a week ☐ vithin one month ☐ more than one month ☐

On demand ☐ never ☐

10. Have you participated in OPRAS training organized by Kinondoni Municipal Council?

Once in a year ☐ e in a year ☐ y timesnot sur ☐ ☐

Not at all ☐

11. In your opinion what do you think are the main factors which hinder the implementation of OPRAS in LGAs in Tanzania? Indicate the level of agreement by ticking (v) one from the numbers given against each question. (Please use *1= strongly disagree;2 =disagree; 3 = neither agree nor disagree; 4= agree; 5=strongly agree)*

S/N	Question	1	2	3	4	5
a	Lack of adequate knowledge and expertise on OPRAS					
b	Employees' non –compliance with OPRAS					
c	Lack of management support and commitment on OPRAS implementation					
d	Lack of resources committed on OPRAS implementation					
e	There is pervasive culture of working by tradition					
f	Lack of appropriate policy on OPRAS					
g	Political interference					
h	Lack of feedback on employee's performance					
i	OPRAS is not linked to rewards or sanctions					
j	Performance targets are vague or too easy to meet					

Any other (Specify) _____

12. What is your opinion on the implementation of open performance review and appraisal system (OPRAS) in LGAs in Tanzania? Indicate the level of agreement by ticking (v) one from the numbers given against each question. (Please use *1= strongly disagree; 2 =disagree; 3 = neither agree nor disagree; 4= agree; 5=strongly agree)*

S/N	Question	1	2	3	4	5
a	OPRAS has facilitated my promotion and rewards					
b	OPRAS has helped me to improve my communication and relationship with my supervisor					
c	OPRAS has facilitated me to get my work performance feedback					

d	OPRAS has made me to set my performance objectives in consultation with my supervisor					
e	OPRAS has helped my work performance to be evaluated and measured fairly					
f	OPRAS has helped me to improve my work performance & service delivery					
g	OPRAS has helped me to identify my strengths and weakness on work performance					

Any other (specify)

_____

13. In your opinion, what can be done to improve the implementation of open performance review and appraisal system (OPRAS) in LGAs in Tanzania? (Please use *1= strongly disagree; 2 =disagree; 3 = neither agree nor disagree; 4= agree; 5=strongly agree*)

S/N	Question	1	2	3	4	5
a	Training on OPRAS					
b	Allocation of resources for OPRAS implementation					
c	Management support and commitment					
d	Linking OPRAS performance results with promotion, salary increment,transfer,incentives,rewards & sanctions					
e	Provide regular feedback on employee's performance					
f	Employees' ownership of the system					
g	Supportive policies & legal framework					
h	Set clear performance targets which are measurable					

Any other (specify) _____

Thank you very much for your response

Appendix II: Interview Guide

a) Questions for the Heads of Department

1. How do you define OPRAS?

2. Public servant performance is measured by filling the OPRAS forms. How applicable are the forms in relation to the activities in your department?

3. How often do you sit with your subordinates to set their performance objectives?

4. Have you participated in OPRAS training organized by Kinondoni Municipal Council?

5. How many OPRAS training sessions have been administered to you as an appraiser?

6. Do you think the government has provided enough training and support to implement OPRAS in Local government authorities?

7. Would you say the employees in this council especially the one in your department, have enough knowledge regarding open performance review and appraisal system?

8. How often do you evaluate the performance of the employees in your department?

9. You as an implementer do you think you have enough knowledge about OPRAS in order to assist and evaluate those under you?

10. How do most public servant perceive open performance review and appraisal system from your experience?

11. In your opinion what do you think are the main factors which hinder the implementation of OPRAS in LGAs in Tanzania?

12. From your experience what can be done to improve implementation of OPRAS in LGAs in Tanzania?

b) Questions for the Junior staff (middle and lower cadre)

1. What do you know about OPRAS?

2. Have you ever filled in the OPRAS forms? How many times in one year?

3. Have you ever been evaluated and receive your evaluation feedback?

4. Would you say you have enough knowledge about OPRAS?

5. Have you been trained about OPRAS with your head of department?

Thank you for your response and cooperation

Appendix III: Letter of Introduction

THE OPEN UNIVERSITY OF TANZANIA
FACULTY OF BUSINESS MANAGEMENT
Office of the Dean

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TANZANIA

Ref. No: OUT/FBM/EMBA/VOL.4/83

26th August, 2014

TO WHOM IT MAY CONCERN

Dear Sir/Madam,

RE: INTRODUCTION OF MR. MBONEA, DONASIAN (REG No. HD/B/036/T.13)

The purpose of this communication is to introduce to you Mr. Mbonea Donasian a student in our Faculty of Business Management of the Open University of Tanzania pursuing Masters in Human Resources Management (MHRM).

Currently he has completed the course work part and is supposed to conduct a research in partial fulfillment of the requirements for the stated MHRM degree programme. He is researching on "EVALUATING FACTORS HINDERING IMPLEMENTATION OF OPEN PERFORMANCE REVIEW AND APPRAISAL SYSTEM IN LOCAL GOVERNMENT AUTHORITIES IN TANZANIA".

I humbly request your office to allow him access to your office for the purpose of data collection, interviews and any other resourceful materials he may need.

I thank you in advance for your continued support and sincerely hope that you will accord him the necessary cooperation.

Yours sincerely,
THE OPEN UNIVERSITY OF TANZANIA
FACULTY OF BUSINESS MANAGEMENT
34705, TEL: +255 22 266 7450
SALAAM
Mr. G. Mwajombe
COORDINATOR – MASTERS PROGRAMME

Appendix IV: Research Permits

KINONDONI MUNICIPAL COUNCIL

ALL CORRESPONDENCES TO BE ADDRESSED TO THE MUNICIPAL DIRECTOR

[handwritten:] Desk Officer Please cooperate

Tel: 2170173
Fax: 2172606

In reply please quote:

Ref. KMC/R.16/1

MKURUGENZI WA MANISPAA,
MANISPAA YA KINONDONI,
S. L. P. 31902,
2MOROGORO ROAD,
14883 DAR ES SALAAM.

Date   2/09/2014

Moonea Donasian,
Kawawa Road, Kinondoni,
P. O. Box 34705,
DAR ES SALAAM.

RE: RESEARCH PERMIT

Refer to the above heading.

I am pleased to inform you that your above request has been considered by the Municipa Director, and has offered you a place to research from September 2014.

Upon receipt of this letter, please report to the **Municipal** Head of departments for commencement of your research.

Hoping to see you soon.

A. B. Tutuba
For: THE MUNICIPAL DIRECTOR
KINONDONI

Copy: Dean,
           Coordinator-Master Programme,
                  Kawawa Road, Kinondoni,
                  P. O. Box 34705,
                  DAR ES SALAAM.